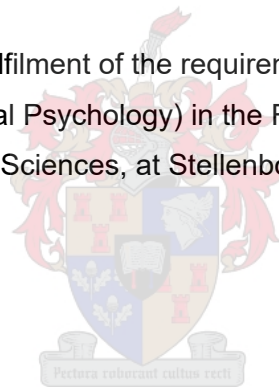


# **THE DEVELOPMENT OF AN EXECUTIVE MAYORAL COMPETENCY MODEL**

**by Gerrit Louw**

Thesis presented in partial fulfilment of the requirements for the degree of Master  
of Commerce (Industrial Psychology) in the Faculty of Economic and  
Management Sciences, at Stellenbosch University



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**March 2020**

## **DECLARATION**

I herewith declare this work to be my own, that I have acknowledged all the sources I have consulted in the assignment/essay itself and not only in the bibliography, that all wording unaccompanied by a reference is my own, and that no part of this assignment/essay has been directly sourced from the internet without providing the necessary recognition.

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## **ABSTRACT**

In South Africa, municipalities form a central part of the government delivery system. They play a pivotal role in communities by adding value to the community, by providing municipal services. Unfortunately, not all municipalities are performing as well as they should. The challenges that municipalities face require a mayor with strong leadership abilities. The objective of this study was to gain a deeper understanding of the different job outcomes of executive mayors, as well as the specific behaviour needed in order to achieve these outcomes. Moreover, this study was set out to develop a competency model specifying behavioural competencies needed to achieve specific mayoral job outcomes. An extensive literature review enabled the researcher to develop a preliminary job outcome model specifying the various job outcomes required for effective service delivery to take place. In addition, a broad competency framework was developed from the job outcome model as well as prominent leadership theories. This study followed a qualitative approach, which enabled the researcher to identify specific behaviours within each competency of the broad competency framework. The critical incident technique served as a research methodology and as a method for data collection and analysis. Interviews were conducted with 6 executive mayors from which a total of 692 critical incidents were identified signifying 33 specific behaviours. The way in which the data was collected and analysed enabled the researcher to establish direct linkages between the broad competencies and specific job outcomes and between the specific behaviours and the various job outcomes. These linkages can be tested and empirically verified in future studies. The specific behaviours underlying the broad competency categories provide a rich description of mayoral behaviour needed for effective municipal service delivery. The results of this study can be a valuable source of information for municipalities to inform the selection and development of competent executive mayors.

## OPSOMMING

In Suid-Afrika vorm munisipaliteite 'n sentrale deel van die regeringstelsel. Munisipaliteite speel 'n deurslaggewende rol in gemeenskappe en voeg waarde by tot gemeenskappe deur die verskaffing van munisipale dienste. Ongelukkig presteer alle munisipaliteite nie soos wat hulle moet nie. Die uitdagings waarmee munisipaliteite te kampe het, verg 'n burgemeester met sterk leierskap eienskappe. Die doel van hierdie studie was om 'n dieper begrip te kry van die verskillende werksuitkomste van uitvoerende burgemeesters, asook die gedrag wat nodig is om hierdie uitkomst te bereik. Hierdie studie is uiteengesit om 'n bevoegdheidsmodel te ontwikkel wat gedrag spesifiseer wat nodig is om spesifieke werksuitkomstes te bereik. Die literatuur studie het die navorser in staat gestel om 'n voorlopige werksuitkomst model te ontwikkel wat die verskillende werksuitkomstes spesifiseer wat benodig word vir effektiewe dienslewering. Die navorser het 'n breë bevoegdheidsraamwerk ontwikkel vanuit die werk uitkomstmodel asook prominente leierskapsteorieë. Hierdie studie het 'n kwalitatiewe benadering gevolg wat die navorser in staat gestel het om spesifieke gedrag binne elke bevoegdheid vanuit die breë bevoegdheidsraamwerk, te identifiseer. Die kritieke insident tegniek het gedien as navorsingsmetodologie en as metode vir die insameling en analise van data vir hierdie studie. Onderhoude is gevoer met 6 uitvoerende burgemeesters waaruit altesaam 692 kritiese insidente geïdentifiseer is, wat 33 verskillende soorte gedrag verteenwoordig. Die manier waarop die data versamel en ontleed is, het die navorser in staat gestel om direkte skakels tussen die breë bevoegdhede en spesifieke werksuitkomste en tussen die spesifieke gedrag en die verskillende werksuitkomste te identifiseer. Hierdie skakelings kan in toekomstige studies getoets en empiries bevestig word. Die spesifieke gedrag onderliggend aan die breë bevoegdhedskategorieë bied 'n ryk beskrywing van die gedrag van burgermeesters wat nodig is vir effektiewe munisipale dienslewering. Die resultate van hierdie studie kan 'n waardevolle inligtingsbron vir munisipaliteite wees om bekwame uitvoerende burgemeesters te verkies en te ontwikkel.

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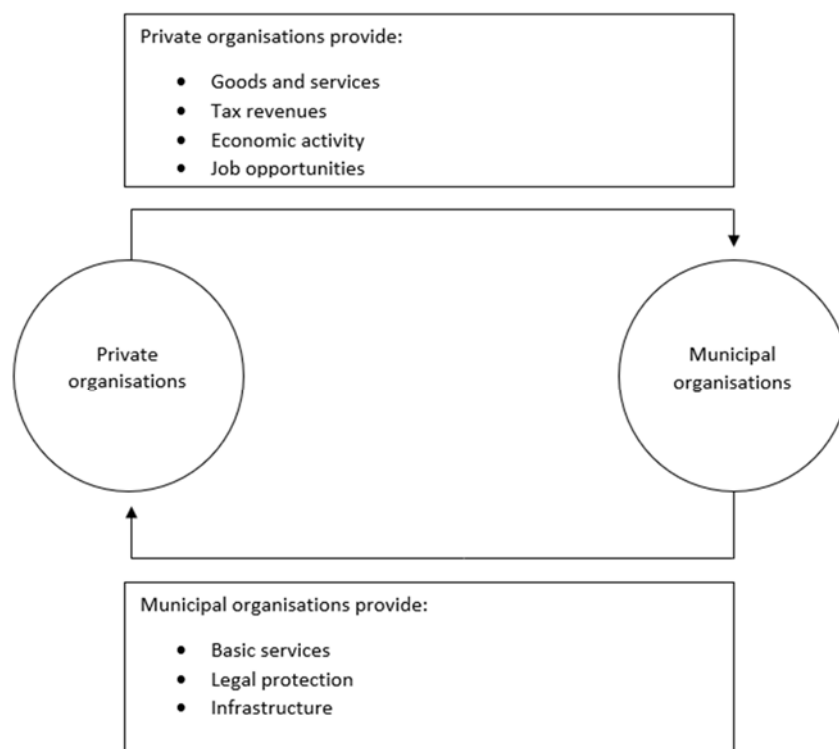
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## CHAPTER 1: INTRODUCTORY ARGUMENT

### 1.1 Introduction

Globalisation allows one country's economy, politics and culture to penetrate another country (Mittelman, 1996). Underlying the global market is capitalism, which means that the allocation of resources is determined through supply and demand (Michan, 2006). It was only after 1994 that South Africa progressively entered the global market. Ballard and Schwella (2000) write that international trends and influences resulting from the process of globalisation will inevitably impact South African communities. For South Africa to successfully participate in a global economy it is important to increase the country's competitiveness, diversify its economy, enable small businesses to grow, and participate in global negotiations shaping the global economy (McMahon, Barkhuizen, & Schutte, 2014). In order to do this, it is necessary for the public sector to grow with the private sector.

In South Africa, there are primarily two types of organisations, namely: private organisations and public or municipal organisations. Private organisations are usually referred to as organisations within the private sector. These organisations are mostly privately owned and are driven by profit. Municipal organisations on the other hand are usually referred to as organisations within the public sector. These organisations are state owned and are managed by the government. Both private and municipal organisations are interdependent on each other. Figure 1.1 illustrates this interdependent relationship.



*Figure 1.1 Interdependent Relationship Between Private and Municipal Organisations*

Figure 1.1 depicts that municipal organisations provide the necessary infrastructure, services, and legal protection for private organisations to function (Pretorius, 2017; Vogelsang-Coombs, 2007). However, municipal organisations depend on the financial resources received from private organisations and community citizens through tax requirements. The next paragraphs elaborate on the nature of private and municipal organisations.

For private organisations to endure, it is necessary to hold on to its suppliers and consumers (Vogelsang-Coombs, 2007). The global market enables organisations to retain multiple suppliers and consumers across national borders. In the same way, it empowers them to mobilise capital in and out of a city (Vogelsang-Coombs, 2007). Therefore, a private organisation will only remain in a city as long as the organisation considers it profitable to do business in the city (Vogelsang-Coombs, 2007). Private organisations operate within geographical boundaries governed by a municipality. Municipal organisations on the other hand, are non-market related organisations, controlled by citizens through democratic

elections (Vogelsang-Coombs, 2007). Municipalities are responsible for: a) protecting citizens from exploiting tendencies of the private organisations and b) creating and maintaining strategies to attract new citizens and keep private organisations within their political boundaries. When private organisations choose to exit a municipality, tax revenue is lost. Moreover, the community is put in danger of a higher unemployment rate.

In a global economy, large multinational organisations seek additional property situated in competitive local authority centres (Ballard & Schwella, 2000). Ballard and Schwella (2000) write that South Africa is experiencing this global demand for land, as over 60% of the country's population is urbanised. According to Ballard and Schwella (2000) the high levels of urbanisation has "resulted in a housing backlog of 2.5 million units" (p.741). It is expected that this demand will grow by 200 000 units per year (Ballard & Schwella, 2000). Moreover, instead of developing local talent, multinational organisations often recruit internationally (Ballard & Schwella, 2000). Ballard and Schwella (2000) write that "this has spurred on the migration of highly skilled labour, which has further deprived the local population of local expertise that could have created job opportunities" (p.740).

Subsequently, growth associated with the private sector places a demand on the public sector. In support of this view Fourie (2014) writes "the public service needs to respond to changing environment to meet the demands resulting from globalisation, growing consumer expectations, and increased physical demands" (p.30). It is therefore important for public organisations to be managed in an effective manner. Failing to do so will most likely hinder economic and cultural progress. Alternatively, managing public organisations effectively can facilitate economic and cultural progress. The next section will focus on the South African government, as public organisations are owned and managed by the state.

## **1.2 Public Sector in South Africa**

South Africa is a constitutional democracy, where the ultimate goal of government is to create and ensure a good quality of life for all citizens, through creating laws and policies regarding the rights and responsibilities of citizens, as well as the delivery of governmental services (Education and Training Unit, n.d.; Pretorius, 2017). In order to do this, the South African government is divided into three spheres, namely: 1) national sphere, 2) provincial sphere, and 3) local sphere. These three spheres of government are regarded as distinctive, interdependent and interrelated (Cloete, 2016; Pretorius, 2017; Republic of South Africa,

1996; Thornhill, 2011). In other words, the three governmental spheres are autonomous and not hierarchical. However, provincial and local government must adhere to the laws and policies set down by the national government. Moreover, some governmental departments dealing with issues concerning the whole country only exist on a national level, for example, The South African National Defence Force, Department of Foreign Affairs, Department of Water and Sanitation, etc. The roles of national, provincial, and local spheres of government are briefly discussed in the next paragraphs.

### **1.2.1 National government**

National government consists of an elected parliament, from which a president is elected. The president is responsible for the appointment of the presidential cabinet who controls the different organs of the state. It should be noted that the judiciary as well as the public protector operate within the national governmental sphere. The presidency is responsible to coordinate the work of government, while providing direction and strategic support to the different ministers and departments (Education and Training Unit, n.d.). Additionally, the presidency is responsible to monitor and evaluate government's progress towards achieving its goals (Education and Training Unit, n.d.).

### **1.2.2 Provincial government**

South Africa consists of nine provinces, where each province has its own provincial government. Provincial governments have their own legislative power vested in a provincial legislative body. Additionally, the provincial premier holds executive power, which is exercised with other members of a provincial executive council (Education and Training Unit, n.d.).

### **1.2.3 Local government**

Prior to 1994 local government was described as discriminative, racist, and exploitative (Siddle, 2011). After apartheid collapsed, local government assumed a central role in "rebuilding local communities as the basis for a democratic, integrated, prosperous and non-racial society" (Siddle & Koelble, 2017, p.1). South Africa is divided into local municipalities, where each municipality consists of a municipal council who is responsible for decision making regarding municipal matters. There are eight metropolitan municipalities and 44 district municipalities in South Africa. The district municipalities are furthermore divided into

226 local municipalities (CityMayors, 2012; Education and Training Unit, n.d). The purpose of municipalities in South Africa is to provide essential and emergency services effectively and efficiently to improve the general welfare of the community (Ballard & Schwella, 2010).

According to CityMayors (2012), “municipal duties are divided between the larger and the smaller councils, whereas the larger council can decide whether or not to have an executive mayor, who must be elected by councillors.” Metropoles have the option to choose between two types of government namely, 1) the mayoral executive system where the mayor has the authority, or 2) a collective executive committee system (South African Government, 2017).

Section 156 of the Constitution of South Africa deals with powers and functions of municipalities (Republic of South Africa, 1996). Section 156(1)(a) grants local government “executive authority in respect of, and has the right to administer the local government matters listed in Part B of Schedule 4 and Part B of Schedule 5” (Republic of South Africa, 1996, p.65). Schedules 4B and 5 specify the functional areas of which the local government is responsible for. Thus, municipalities have the power to structure themselves in such a way that will enable the community to successfully compete within a global economic environment. Doing this requires sufficient leaders capable of identifying the complex dynamic nature underpinning the environment.

### **1.3 Importance of Leadership in Local Government**

The previous paragraphs presented a basic overview of the South African governmental system. This section argues that local government needs adequate leadership for a community to remain relevant in the global economic climate. This study assumes that leadership is contextual. In other words, the context of local government will determine the specific behaviours that will enable effective leadership.

Schwella (2013) stresses that the context in which leaders from the public sector operate are different from their counterparts in the private sector. In support of his argument Schwella (2013) identifies three contextual realities of public leaders. Firstly, public leadership occur within a social political system which creates a need to understand and work with political processes and political role players. The motivation and status of political role players differ from those of the private sector. Secondly, functional democracies require public leaders to engage with public pressure and protests. Thirdly, it is crucial for public



leaders to pursue a sense of democratic public accountability, where transparency is encouraged. Taking the context of public leaders into consideration, this study defines public leadership in accordance with Schwella's (2013) definition which states that "democratic and effective public leadership is action taken through a dynamic and transparent process involving the leader with relevant others in the inclusive setting and realisation of legitimate, legal and socially valuable goals and objectives" (p.70).

Good Governance Africa (2016) conduct a survey to determine how satisfied South Africans are with the performance of local government. The feedback from the survey indicated that South Africans are losing faith in their government (Good Governance Africa, 2016). Protests regarding a lack of municipal service delivering are common in South Africa (Akinboade, Kinfack, & Mokwena, 2012; Martins & Ledimo, 2016; Reddy, 2016). A study conducted by Olivier as cited in Martins and Ledimo (2016), indicates that 48 major service delivery protests were staged against municipalities during the period 1 January and 3 April 2014. The frequency of protests indicate that numerous municipalities are underperforming in South Africa. Martins and Ledimo (2016) furthermore write that municipalities "are deemed to be ineffective and are in crisis" (p.20). This suggests that there is some misunderstanding between the consumers and the service providers. According to Akinboade et al. (2012), the main reasons for service delivering protests are: lack of, or poor, service delivery (water, sanitation, electricity, refuse removal); lack of, or inadequate, housing; evictions; high levels of unemployment; lack of communication with communities; lack of leadership in the municipality; corruption; nepotism; maladministration; and financial mismanagement. In similar lines, Mamokhere (2019) argues that the main factors contributing to municipal service delivery protests are: dissatisfaction with service delivery, unemployment and poverty, corruption and nepotism, political instability and unfilled promises, lack of access to information, and lack of participatory democracy.

The auditor general's municipal audit report for the 2017 - 2018 financial year is not very optimistic. Only 18 (of 257) municipalities received clean audits. In other words, 7% of municipalities complied with all the legislative requirements and was capable to produce sufficient financial statements and performance records (Auditor General of South Africa, 2019). This indicates a decline from the previous financial year, where 14% of municipalities received a clean audit. In addition, the auditor general reported that 22 municipalities improved in terms of performance, whereas 63 municipalities experienced a decline in

performance (Auditor General of South Africa, 2019). This can be attributed to municipal leadership, where a lack of accountability and transparency are prevalent. The effects of poor leadership filter down to the rest of the municipality, and contributes to a toxic organisational culture, marked by poor discipline and impunity, which can ultimately lead to the collapse of the municipality (Auditor General of South Africa, 2019).

#### **1.4 The Executive Mayor**

In South Africa, the mayor's position is at an executive level, as the job involves complex decision-making, including a high level of responsibility for others and the effective allocation of resources. Mayoral leadership has an impact on various stakeholders including but not limited to citizens, investors and neighbouring municipalities. The paragraphs below contain a brief explanation of the mayoral impact on these stakeholders.

Municipalities has a direct impact on the lives of community members, due to the fact they pay taxes, they expect effective basic and emergency municipal services in return. Reddy (2016) writes that "municipalities are regarded as the custodians of public funds" (p.3). Subsequently, municipalities have a duty to use these resources in order to address the basic needs of the communities they serve, by providing basic and emergency municipal services (Reddy, 2016). A mayor directly influences the citizens of a municipality, as he or she oversees the functioning of a municipality and is responsible for key decision making (Auditor General of South Africa, 2019).

A competent mayor can also influence business leaders, providing opportunities to invest in the community. A mayor is an iconic figure for businesses, signifying someone who holds power to influence business opportunities and decisions (Vogelsang-Coombs, 2007). Business leaders evaluate whether a municipality allocates its current resources effectively. Based on this they determine whether economic conditions are favourable. If economic conditions are unfavourable, business leaders may perceive the municipality as unsafe for making investments. For instance, according to various media sources King Goodwill Zwelithini stated that foreigners should return to their home countries, because they bring change to South Africa through strange customs (Ndou, 2015). This statement clearly indicates that King Goodwill Zwelithini fails to understand the complexity of a modern environment. Although the king is not a mayor, he is a public leader and representative of

the Zulu nation. Likewise, when business leaders perceive a mayor with a vision they can relate to, they are more likely to make an investment.

In a global environment, it is crucial for mayors to create a sense of community between its members to differentiate themselves from other municipalities. Verheul and Schaap (2010) state that one of the key challenges for mayors is to create a sense of local identity within a diverse global environment. This challenge “involves how they can do this in a society that is increasingly fragmented by processes of individualisation, globalisation and de-territorialisation” (Verheul & Schaap, 2010 p. 442). Creating a shared identity requires a leader who can identify the fibres holding a community together along with a clear strategy on how to deal with conflicting norms and values.

In brief, mayoral leadership affects various stakeholders including citizens, investors, and neighbouring municipalities. Mayors are public figures. Thus, people view the mayor as suitable or not suitable depending on the perceived quality of municipal services. Similarly, mayors hold power to attract investors, which can benefit the community with additional employment leading towards overall wellbeing. An incompetent mayor is in danger of denying the complexity of a community by closing its borders thereby resulting in exclusions e.g. King Goodwill Zwelithini. Even worse, leadership failure can result in identity deprivation signifying a community without any borders thus a lawless state. Considering the status and influence of an executive mayor, it is sensible for municipalities to invest in interventions targeted at executive mayors that will facilitate leadership development.

The goal of this study was to develop a competency model specifying the behaviours of executive mayors that enable them to do their job effectively. Drawing from Bartram's definition of competencies as cited in Stevens (2012), the concept of competencies can be seen as a set of key behaviours in order to achieve a desired outcome. Competency modelling, according to Stevens (2012, p. 10), focuses more on “future roles that align with a strategic plan and defining maximum performance in those roles.” A competency model for executive mayors will assist municipalities with performance management, the selection of executive mayors, and the development of executive mayors.

## **1.5 Overview of Study**

Siddle and Koelble (2017), state that the South African local government has two defining characteristics, namely: 1) developmentalism, and 2) decentralisation. The decision to decentralise local government and to give it an important developmental role, presupposed that all municipalities would be managed by competent employees with suitable resources and subject to oversight by devoted politicians who can be held accountable for their actions (Siddle & Koelble, 2017). It is evident that South African municipalities lack the necessary leadership to fulfil its function. Subsequently, this study aims to make a contribution by developing a behavioural competency model for executive mayors. In order to identify specific behavioural competencies and how it relates to mayoral job outcomes, this study followed a qualitative approach.

## **1.6 Research Objectives**

The goal of this study was to:

- Identify mayoral job outcomes.
- Identify public leadership competency clusters, including specific behaviours enabling executive mayors to achieve specific job outcomes.
- Map the competencies onto the different mayoral job outcomes.

The ultimate purpose of this research was to contribute towards the development of an explanatory model of mayoral behaviour. The aim of this current study was to develop an exploratory model by identifying various behaviourally based competencies needed for executive mayors to fulfil their mayoral duties effectively. In addition, linkages were formulated between the behavioural competencies and job outcomes, which can be tested in future quantitative studies.

## CHAPTER 2: LITERATURE REVIEW

### 2.1 Introduction

This chapter reviews the literature on municipal mayors, focusing on the context in which they operate, their impact on the society, and their duties and responsibilities. The aim was therefore to identify behavioural competencies that enable mayors to be successful. This chapter commenced with an overview of the practice of competency modelling as this explains how competencies were conceptualised in this study.

### 2.2 Competency Modelling

David McClelland is often regarded as the father of the concept 'competency modelling' (Sienkiewicz, Jawor-Joniewicz, Sajkiewicz, Trawińska-Konador, & Podwójcic, 2014). McClelland (1973) points out that traditional aptitude and intelligent tests are insufficient to predict excellent job performance or successful life outcomes. He argues that intelligence testing is biased toward people belonging to a higher social class (McClelland, 1973). Additionally, McClelland (1973) asserts that intelligence tests are valuable tools to predict school performance. However, these tests fail to predict superior job performance (McClelland, 1973). McClelland (1973) proposes that measuring competencies may prove to be more fruitful when predicting superior job performance.

Literature indicates that there are numerous definitions for the term 'competencies' (Bailey, Bartram & Kurz, 2001; Boyatzis, 2008; Campion et al. 2011; Sanghi, 2016; Shipmann et al., 2000; Sienkiewicz et al., 2014; Sienkiewicz et al., 2014). Scholars mostly conceptualise competencies as either some combination of knowledge, skills and abilities or other characteristics (KSAOs) or as behavioural clusters that enable superior job performance (Sanghi, 2007). According to Soderquist, Papalexandris, Loannou, & Prastacos (2010), competencies can furthermore be classified as either generic or organisation specific, and as managerial or operational. The following paragraphs will briefly explain these classifications.

As mentioned in the previous paragraph competencies are mostly defined according to some combination of KSAOs or according to behavioural clusters enabling superior job performance. Definitions where competencies are defined according to some combination of KSAOs include (Shipmann et al., 2000):

- The KSAOs that distinguish high performers from average performers
- A construct that helps to explain the level of skills and knowledge needed for a job
- A written account of measurable work habits and personal skills used to achieve specific work outcomes.

The term ‘competencies’ from the behavioural approach to competency modelling emphasises behavioural clusters enabling superior performance (Bailey et al., 2001; Boyatzis, 2007; Sanghi, 2007). Bailey et al. (2001) define competencies as: “a set of behaviours that are instrumental in the delivery of desired results (p. 5).” Boyatzis (2007) offers a similar yet more comprehensive definition, by defining competencies as: “a set of related but different sets of behavior organised around an underlying construct, which we call the ‘intent’. The behaviors are alternate manifestations of the intent, as appropriate in various situations or times” (p. 6).

Competencies can furthermore be classified as generic or organisation specific (Soderquist et al., 2010). Generic competencies refer to competencies that are common across numerous organisations and jobs (Soderquist et al., 2010). Conversely, organisation specific competencies are aligned with the organisation’s strategy. These competencies are developed through a systematic methodology relying on various forms of data collection and analysis (Soderquist et al., 2010). Finally, a distinction is often made between managerial competencies and non-managerial competencies. Managerial competencies refer to competencies related to managerial responsibilities and usually incorporate the following managerial activities: planning, organising, controlling, motivating, and coordinating (Soderquist et al., 2010). Moreover, managerial competencies can be either generic or organisation specific (Soderquist et al., 2010).

This study follows the behavioural approach to competency modelling, and furthermore incorporates Bailey’s et al. (2001) and Boyatzis’s (2007) definition of competencies. Subsequently, this study conceptualises competencies as clusters of behaviour that are required to achieve specific job outcomes. The concept ‘job outcomes’ signify the goal or objective of a particular job within the context of an organisation’s strategy. Moreover, the competency model developed for this study will be organisation specific as it will focus on specific needs of a municipality. The objective of this study was to uncover the behaviours that enable executive mayors to be effective in their jobs. Since executive mayors function

on an executive job level, the competencies identified for this study are managerial competencies.

### **2.2.1 Analysing competency information: Identifying competencies**

It is important to consider the organisational context, as competency models are often organisation-specific (Campion et al., 2011). The context of an organisation will determine those competencies that align with the organisation's strategy to foster a competitive advantage (Campion et al., 2011). A competency model should link behaviour to different objectives and strategies of the organisation (Campion et al., 2011). A competency model usually "starts with a definition of the organisational goals and objectives" (Campion et al., 2011, p. 231). These definitions will serve as a framework to provide guidance for identifying the necessary competencies required for obtaining organisational goals and objectives (Campion et al., 2011). Competency modelling differs from traditional job analysis by including future requirements. Various methods can be applied to identify current and future competencies; some of these methods are unique to competency modelling such as the behavioural event interview (Campion et al., 2011).

### **2.2.2 Organising and presenting competency information**

According to Campion et al., (2011) competencies are usually described as follows: "a) a descriptive label or title; b) a definition, usually describing how the competency appears on the job in detailed behavioural terms..., and c) a detailed description of the levels of proficiency on the competency" (p. 239). The different competency levels are described in terms of observable behaviour (Campion et al., 2011). Specific competencies are constructed by grouping different behaviours that represent the same underlying construct (Boyatzis, 2008). Behaviours that are relevant for specific jobs are those behaviours that ensure and predict effectiveness (Boyatzis, 2008).

### **2.2.3 Using competency information**

The information that competency models provide can be used for an array of human resource functions such as selection, development, etc. Competency modelling, according to Stevens (2012), stresses the alignment of organisational strategy and worker performance in their respective roles. The purpose of competency modelling is to identify different behavioural competency clusters needed to achieve the strategic goals of an



organisation. Job analyses, on the other hand, emphasises mundane technical tasks, as it captures the requirements of the status quo (Campion et al. 2011; Stevens, 2012).

Lievens, Sanchez and De Corte (2004) maintains that despite the popularity of competency modelling among practitioners, the scientific community remains sceptical regarding competency modelling. According to Lievens et al. (2004), the validity of competencies as measurable constructs are questionable, specifically: “the process of deriving competencies requires a rather large inferential leap because competency modelling often fails to focus on detailed task statements prior to inferring competencies” (p.882). A further concern with competency modelling is the lack of agreement on what the term ‘competency’ indicates (Markus, Cooper-Thomas, & Allpress, 2005). Thus, it may be difficult to decide what the competency model should encompass. Furthermore, the behaviours underpinning competency models are complexly determined, therefore it is argued that competency models will always be incomplete (Markus et al., 2005).

Lievens et al. (2004) conducted three studies aiming to close the inferential leap made by competency modelling, which then assisted in improving the validity of competency modelling. Lievens et al. (2004) conclude that competency modelling and job analyses are not mutually exclusive. Moreover, these two practices should complement one another. Competency modelling completes job analyses by absorbing the organisational strategy into the derivation of the attributes. The value of the inferences made in competency modelling can be improved by incorporating the methodology of traditional job analyses (Lievens et al, 2004).

In the following section, the concept of a municipality will be determined. The discussion will commence with municipal services and what the nature of service delivery in South Africa looks like. The legal framework of municipal management will briefly be outlined. This is important as it provides a framework against which the researcher can identify relevant mayoral job outcomes. After the job outcomes are identified, the researcher can derive behavioural competencies from the job outcomes.

## **2.3 Municipal Services**

As mentioned in Chapter 1, municipalities can be described as the basic units of government, providing fundamental services to the community. Yong as cited in Akinboade



et al. (2012 p. 185) identifies various dimensions of the concept 'service.' These dimensions include:

- Service delivery occurs between consumers and service providers
- The environment and physical resources mediate the process of service production and consumption
- Service is a precondition in terms of providing certain functions to consumers, e.g. problem solving

Services are furthermore both tangible and intangible. For instance, medical services involve a consultation as well as the prescription of medicine (Akinboade et al., 2012). Akinboade et al. (2012) state that "services are heterogeneous. Their performance often varies from producer to producer, from customer to customer, and from day to day. This is essentially because service production and delivery often involve the interaction of both service personnel and customers" (p. 185). From the information given above, it is plausible to infer that service delivery is complex. Therefore, it is crucial for municipalities to be aware of the complex nature of service delivery in order to manage it properly. Poor management may result in lack of municipal service delivery. In the following paragraphs it will be discussed how service delivery changed from apartheid to post-apartheid.

During apartheid, the black population mostly lived in homelands - areas specifically allocated for them, which were areas with low production capacity and therefore depended on the apartheid state for funding (Sithole & Mathonsi, 2015). Sithole and Mathonsi (2015) write that the homelands "served as labour pool/reservoirs for 'whites' in South Africa to store black people and release them from time to time into white areas/towns whenever their workforce was needed" (p. 14). Sithole and Mathonsi (2015) furthermore state that the various municipalities generated their own revenue through various business activities, property taxes, and service delivery. This made it difficult for municipalities in the homelands to generate revenue - as 'black labour' was used to generate revenue for the white municipalities. Subsequently, the homelands had inadequate access to basic service delivery. If municipal services existed within the homelands, it was regarded as sporadic or irregular (Sithole & Mathonsi, 2015).

After the apartheid regime collapsed the Department of Public Service and Administration, outlined eight principles known as *Batho Pele* (people first) Service Delivery Principles,

aiming to transform service delivery in South Africa (Sithole & Mathonsi, 2015 p13-14). These eight principles are:

- a) Information: Citizens should receive information regarding the level and quality of service delivery. Citizens should be given feedback regarding any progress or challenges pertaining to service delivery.
- b) Openness and Transparency: All government operations should conduct in an open and transparent manner, except where undertakings are considered to be of a sensitive nature.
- c) Consultation: The public will be consulted regarding the level and quality of service delivery that they receive and require.
- d) Courtesy: All public officials shall behave in a polite and altruistic manner when interacting with, and rendering service to, the public. This can translate into a warm and caring attitude towards customers.
- e) Access: All citizens shall have equal access to services and shall not be discriminated against on any grounds.
- f) Service Standard: Citizens shall be made aware of the level and quality of service that they will receive.
- g) Redress: The Apartheid government rendered quality service to a particular segment of the population. The Black and rural communities remained under-served. The Government of today is committed to rectifying the inequalities of the past. This could be achieved by prioritising the needs of the previously disadvantaged in the delivery of services.
- h) Value for Money: This principle highlights effectiveness and efficiency in terms of resource management and allocation.

The Local Government Municipal Systems Act as found in the Government Gazette (2000) aims to achieve the *Batho Pele* Service Delivery Principles. Section 73 of the Local Government Municipal Systems Act, 2000 (Act 32 of 2000) states that a municipality must give effect to the provisions of the Constitution and:

- a) give priority to the basic needs of the local community;
- b) promote the development of the local community; and

- c) ensure that all members of the local community have access to at least the minimum level of basic municipal services.

Municipal services must, therefore:

- a) be equitable and accessible;
- b) be provided in the manner that is conducive to the prudent, economic, efficient and effective use of available resources and the improvement of standards of quality over time;
- c) be financially sustainable;
- d) be environmentally sustainable; and
- e) be regularly reviewed with a view to upgrading, extension and improvement.

The *Batho Pele* principles together with The Local Government Municipal Systems Act attempts to provide a framework for people-centred public service delivery. In a democratic South Africa, municipal services are considered a legitimate right of all citizens (Pretorius, 2017; Pretorius & Schurink, 2007).

## **2.4 Municipalities in South Africa**

South Africa is considered as a developmental state, where local government (all the municipalities within South Africa) forms an integral component of the government delivery system and functions as a key poverty eradication initiative (Koma, 2010; Pretorius, 2017). This is because local government is the closest to the people, with the primary objective to render a variety of basic yet essential services for the community (Koma, 2010). The municipalities making up local government are responsible for the execution of the primary objective of local government (Cloete, 2016; Koma, 2010; Pretorius, 2017).

### **2.4.1 Municipal responsibilities**

In South Africa, there are three types of municipalities, namely: Metropolitan municipalities (category A), local municipalities (category B), and district municipalities (category C) (Education and Training Unit, n.d.). Category A municipalities refer to the eight biggest cities in South Africa, where there are more than 500 000 voters, and the metropolitan municipality manages service delivery to the whole area (Education and Training Unit, n.d.). There are 226 category B municipalities in South Africa, and they fall outside the category A municipalities. Category B municipalities are divided into different wards, where each ward

is represented by a ward councillor (Education and Training Unit, n.d.). Category C municipalities consist of different local municipalities that fall in one district (Education and Training Unit, n.d.). In South Africa, there are 44 district municipalities. District municipalities take on stronger roles in areas where local municipalities lack the capacity to deliver. Category A municipalities are responsible for all the different aspects of service delivery in the metropolitan area whereas category B and C municipalities share these responsibilities (Education and Training Unit, n.d.).

In South Africa, the management of municipalities is democratically elected. In other words, the public elects a political party, based on the perception that the political party is the most qualified to manage a municipality. In return, a municipality should provide basic and emergency services for the community it serves. Moreover, the services should be obtainable and be regarded as valuable by the public. Municipalities are responsible for various functions such as electricity delivery, water for household use, sewage and sanitation, storm water systems, refuse removal, fire-fighting services, municipal health services, decisions around land use, municipal roads, municipal public transport, street trading, abattoirs and fresh food markets, parks and recreational areas, libraries and other facilities as well as local tourism (Education and Training Unit, n.d.).

Cloete (2016) presents two views regarding the responsibilities of municipalities namely, the narrow and the broad view. The narrow view focuses on the obligation of municipalities to provide basic services, whereas the broad view assumes an internal perspective emphasising capacity building. In other words, the broad view focuses on creating the right conditions for effective service delivery to take place. According to the broad view, effective human resource management together with human resource development is a prerequisite for successful service delivery (Cloete, 2016). Gumede (2009) argues in similar lines that “at the core of any developmental state, is the state: efficient, well-coordinated and staffed with skilled employees. The state must have the administrative, technical and political capacity and competency to set national goals, make use of the market and implement these policies” (p. 9). Subsequently, for effective service delivery to take place (the narrow view) it is first necessary to address the internal perspective of the municipality (the broad view). Additionally, it is imperative to recognise the rapid community changes fuelled by globalisation, so that appropriate strategies can be developed and implemented to

accommodate these changes to ensure and maintain effective service delivery (Pretorius & Schurink, 2007).

## **2.4.2 Components of municipalities**

There are different components making up a municipality and each component is interlinked with the others. Section 2 of the Local Government Municipal Systems Act, 2000 (Act 32 of 2000) identifies three components of municipalities:

- a) The political structure of a municipality
- b) The administration of the municipality
- c) The community of the municipality

### **2.4.2.1 *The political structure of a municipality***

The Local Government Municipal Systems Act 32 of 2000 defines political structure as “the council of the municipality or any committee or other collective structure of a municipality elected, designated or appointed in terms of a specific provision of the Municipal Structures Act” (Republic of South Africa, 2000). The political structure of a municipality comprises of councillors, who are responsible for policy making (Cloete, 2016; Pretorius, 2017). These municipal councillors are representatives of a political party or they can represent independent candidates.

### **2.4.2.2 *Administration of a municipality***

The administrative structure of the municipality refers to appointed officials of the municipality, employed on a permanent full-time basis (Cloete, 2016). The municipal manager is the accounting officer of the municipality (Cloete, 2016). Section 6 of the Local Government Municipal Systems Act, 2000 (Act 32 of 2000) states that the administration of a municipality must:

- a) Be responsive to the needs of the local community
- b) Facilitate a culture of public service and accountability amongst staff,
- c) Take measures to prevent corruption;
- d) Establish clear relationships and facilitate co-operation and communication between it and the local community;

- e) Give members of the local community full and accurate information about the level and standard of municipal services they are entitled to receive; and
- f) Inform the local community how the municipality is managed, of the costs involved and the persons in charge.

### **2.4.2.3    *The community and the municipality***

Municipal goals should correspond with the needs of the community, within the framework of the Constitution. According to the Constitution, the government must take responsibility to manage available resources wisely to ensure that all South Africans have access to basic needs such as sufficient housing, health care, basic education, water and food (Education and Training Unit, n.d.).

One method to determine whether a municipality is successful or not is to identify the overall perception that citizens have towards a specific municipality (Pretorius & Schurink, 2007). Pretorius and Schurink (2007) write that it “is clear that demands made by South African communities for service delivery from municipalities have escalated” (p. 19). Citizens of South Africa perceive that municipalities do not prioritise and satisfy the needs of the communities they serve (Pretorius & Schurink, 2007).

### **2.4.3    Municipal council**

The municipal council is responsible for the political oversight of the municipal functions as well as the different programs and the management of the administration (Republic of South Africa, 2013). The council determines how to manage and implement available resources in order to accomplish the various municipal functions (Education and Training Unit, n.d.). According to the Municipal Structures Act (Republic of South Africa, 1998) municipal councils share the following structure:

- a) A mayor: The mayor heads the council. Additionally, he or she appoints the chairperson of the committee, and may delegate powers and duties of the executive committee.
- b) An executive or mayoral committee: Municipal councils with nine or more councillors must have a mayoral committee, appointed by the executive mayor. The committee must meet regularly to co-ordinate and make recommendations regarding the work of the council.

- c) A speaker: The municipal council are required to elect a Speaker from the councillors at its first setting (Municipal Structures Act, No. 117 of 1998). The Speaker act as chairperson for the municipal council, the speaker furthermore monitors the devotion to ethical standards of other councillors (Republic of South Africa, 2013). Additionally, the speaker decides where the council should meet.
- d) Council meetings: During council meetings the full council meet to make decisions.
- e) Committees: Section 79 of the Municipal Structures Act makes provision for a municipal council to establish one or more committees necessary for the effective and efficient performance of any of its functions and section 33 of the act, deals with the different criteria for setting up committees.

It becomes clear from the discussion so far that municipalities perform a critical role within South African communities. Subsequently, it is important for municipalities to have the correct people with the correct skills at the correct time in the municipal council. According to Cloete (2016), public organisations should be action-orientated; in other words, municipalities should be driven by tasks and results. Cloete (2016) furthermore argues that the management of human resources is a key antecedent of performance for any organisation. The success of a municipality will hinge upon the ability of a municipality to use its employees for problem solving and prevention.

As mentioned earlier municipalities are driven by both political and administrative functions. The municipal manager assumes the leadership role in the administration function, whereas, the executive mayor heads the political function. It is important to note that theoretically the relationship between the two municipal heads should complement each other, which will enable effective service delivery (Pretorius, 2017). However, conflict between the political and administrative arms occur on a regular basis, impacting service delivery in a negative manner (Pretorius 2017; Surty, 2010). The objective of this research was to develop a competency model for mayors. Therefore, the focus of this research was on executive mayors. Nevertheless, it is just as important for other members of the municipal council to be proficient in their roles.

## **2.5 The Mayor**

For the purposes of this research the terms ‘mayor’ and ‘executive mayor’ will be used interchangeably as most municipalities in South Africa make use of a mayoral executive system. According to Pretorius (2017) a mayoral executive system is a system of municipal government, characterised by a mayor upon whom the executive leadership of the municipality is vested. Additionally, the executive mayor is assisted by a mayoral committee, which will assist the mayor with his or her duties (Education and Training Unit, n.d.; Pretorius, 2017). Executive mayors are usually appointed by the ruling political party, which make their appointment a political one (Pretorius, 2017; Surty, 2010). According to Surty (2010), executive mayors are often appointed based on their political skills, while ignoring the skills required to effectively exercise the duties of an executive mayor. As mentioned in Chapter 1, the mayor is an iconic figure with the power of creating and maintaining an attractive image/brand of the community. Therefore, it is important to identify various behaviours that can contribute to superior performance, so that municipal councils can identify, develop, and elect ideal candidates for the executive mayoral position. In order to identify mayoral behavioural competencies, it is necessary to gain insight into the specific job requirements of the executive mayor.

The next section will commence with the general duties of an executive mayor in South Africa. Thereafter, the researcher will derive broad job outcomes from the general duties of the mayor.

## **2.6 The Duties of a Mayor**

According to Section 56 of the Municipal Structures Act 117 of 1998, the executive mayor holds several responsibilities and powers. The executive mayor must identify the needs of the municipality, review, and evaluate those needs in order of importance. According to the executive mayor’s evaluation he or she will recommend certain strategies, programs and services to the council to address municipal needs. These recommendations must include:

- a) Estimates of revenue and expenditure
- b) Take into account any applicable national and provincial development plans.
- c) Recommend the best way to deliver these strategies.



Section 56 of the Municipal Structures Act 117 of 1998 furthermore states that the executive mayor has the following duties:

- a) The executive mayor must evaluate progress against the key performance indicators
- b) The executive mayor must review the performance of the municipality in order to improve the economy, efficiency and effectiveness of the municipality
- c) The executive mayor must ensure the efficiency of credit control and revenue and debt collection services and the implementation of the municipality's by-laws
- d) The executive mayor must monitor the management of the municipality's administration in accordance with the directions of the municipal council
- e) The executive mayor must oversee the provision of services to communities in the municipality in a sustainable manner
- f) The executive mayor must give an annual report on the involvement of communities and community organisations in the affairs of the municipality
- g) The executive mayor must ensure that regard is given to public views and report on the effect of consultation on the decisions of the council
- h) An executive mayor must perform a ceremonial role as the municipal council may determine.

## 2.7 Mayoral Job Outcomes

The legislation referenced above stipulates the different duties of an executive mayor. From these duties it is possible to infer various job outcomes, by asking what the outcome will be if the mayor perform each of these duties successfully. This study defines the concept 'job outcomes' as the objective or end goal of mayoral duties as specified by legislation, in the context of a people-centred public service delivery framework as specified by the eight *Batho Pele* (people first) service delivery principles and The Local Government Municipal Systems Act. Some of these outcomes will be leading while others will be lagging. Leading outcomes refer to proximal or "immediate" outcomes, whereas lag outcomes refer to more distal or "end result" outcomes. Lead outcomes can also be described as intermediate outcomes since they are often the "vehicle" through which lag outcomes are achieved. In other words, executive mayors influence the lag outcomes indirectly by focusing on the lead outcomes. This study considers *Service Delivery* and *Attractive City* as lag outcomes. The following broad intermediary or leading outcomes can be inferred from the mayoral duties: 1) *Diversity Management*, 2) *Governance*, and 3) *Resource Management*.

The next paragraphs will focus on the different leading outcomes mentioned above. More specifically, the following paragraphs attempt to elaborate on the different job outcomes through identifying themes that constitute the broader leading outcomes.

### **2.7.1 *Managing Diversity as a broad leading work outcome***

South Africa is a culturally diverse country, consisting of several cultures incorporating different value systems. Additionally, the process of globalisation introduces even more diversity changing the economic, and cultural climate of South African communities. The work outcome *managing diversity* consists of two themes, namely: 1) *Managing Cultural Diversity*, and 2) *Managing Public - Private Partnerships*.

#### **2.7.1.1 *Managing Cultural Diversity as theme of the work outcome - Managing Diversity***

The first theme of the work outcome - *Managing Diversity*, identified for this study is *Managing Cultural Diversity*. Hofstede (1993, p.89) defines culture as “The collective programming of the mind which distinguishes one group or category of people from another.” Members of the community can either perceive diversity as an opportunity for growth, or as a threat. The way diversity is perceived, will depend on how it is managed. When it is perceived as a threat there is an imminent danger that community members will close themselves for any positive change that might occur. However, with the right leadership, cultural diversity can be managed effectively (Yukl, 2013). This will allow municipal employees as well as the community to be aware of, understand, and embrace cultural diversity that comes with the complex social, demographic, and technological change underlying globalisation. Research conducted by Lee (2013) suggests that cultural diversity influences organisations as well as cities. In organisations cultural diversity may lead to improved knowledge generation, problem solving, and the ability to learn from external sources (Lee, 2013). Whereas in cities, empirical studies indicated that there is a link between cultural diversity, innovation and growth (Arribas-Bel, Kourtit, & Nijkamp, 2013; Lee, 2013). It is furthermore suggested that individuals working in creative or innovative occupations are attracted to cities with tolerant environments towards cultural diversity (Arribas-Bel et al., 2013; Lee, 2013). Research conducted by Arribas-Bel et al. (2013) proposes a positive significant “effect of cultural diversity on the level of buzz activity that occurs in a neighbourhood” (p.16). ‘Buzz activity’ in cities mirrors “wealth creating potential

of urban areas as a result of density, connectivity and advantages among heterogeneous groups” (Arribas-Bel et al., 2013, p.16).

Additionally, managing cultural diversity is also important for stability and peace in an area. European colonisation together with low levels of economic development and poverty are often cited as the main hindrances that prevents peace and stability in Africa (Kim, 2010). Kim (2010) argues that a lack of nation building triggered conflict and hindered economic development which can be attributed to the failure of integrating cultural diversity. In addition, Kim (2010) writes “building national identity engaged in cultural diversity is necessary to create cohesiveness, which could help mitigate ethnic conflicts in Africa”. Therefore, cultural diversity can be a viable source of conflict resolution in Africa. In this regard Kim (2010) writes “cultural diversity is an asset for the peace building in the nation; peace initiatives become more entrenched in society, leading the nations to become much more prosperous”. While Kim’s focus is on national level, the same will hold true for smaller communities such as cities.

#### **2.7.1.2 Managing Public-Private Partnerships as a theme of the work outcome - Managing Diversity**

The second theme of the work outcome - *Managing Diversity*, identified for this study is *Managing Public-Private Partnerships*. A public-private partnership (PPP) is a contract between a government agency and a private entity. The World Bank Group (2016) defines a PPP as “a mechanism for government to produce and implement public infrastructure using the resources and expertise of the public sector”. Fombad (2015) states that PPPs are usually long-term contracts where risk is shared between the government and private sector in order to achieve a common goal.

According to Ballard and Schwella (2000), South African municipalities lack the necessary capacity to compete in a global economy, as local government “does not possess fully developed infrastructures and service delivery networks” (p.746). To gain access to fully developed infrastructures and service delivery networks requires financial resources (Ballard & Schwella, 2000). Strategic PPPs could benefit local government through mobilising additional financial and physical resources from the private sector for the development of infrastructure (Fombad, 2015; Fourie, 2015).

The job outcome - *Managing Diversity*, includes the acknowledgement of different cultural values within the community and to effectively manage the cultural differences that may occur. Additionally, *Managing Diversity* signifies the extent that a mayor can establish and maintain public-private partnerships that contributes to the objectives of the municipality. Figure 2.1 illustrates *Managing Diversity* as a broad job outcome, along with its two themes: 1) *Managing Cultural Diversity*, and 2) *Managing Public-Private Partnership*

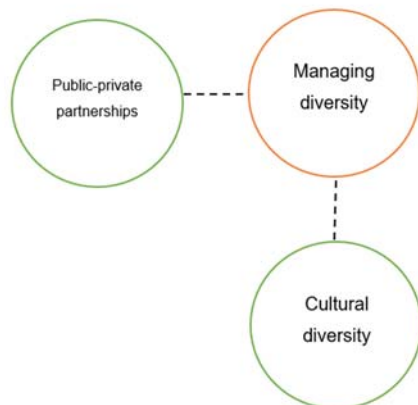


Figure 2.1. Leading Job Outcome: Managing Diversity

## 2.7.2 Governance as a broad leading work outcome

The term 'governance' stems from the Greek word 'kubernetes', which means 'to steer' (Masegare & Ngoepe, 2018). There are numerous ways to define governance. Nevertheless, it is widely acknowledged that the term 'governance' relates to transparency regarding the decision-making process, community participation to influence decision making, and accountability of decisions (Da Cruz & Marques, 2013; Ramlachan, 2004). The *Preliminary Job Outcome Model* conceptualises the job outcome – *Governance*, according to four themes, namely: 1) *Adherence to Legislation*, 2) *Ethical Work Culture and Climate*, 3) *Accountability*, and 4) *Public Participation*.

### 2.7.2.1 Adherence to Legislation as a theme of the work outcome - Governance

The first theme of *Governance* identified for this study is *Adherence to Legislation*. It is important for an executive mayor to communicate and live up to the values as adopted by the nation. In this regard the Constitution of South Africa, forms the foundation of municipal

values. In support of the Constitution, municipalities are bound by various legislation such as (but not limited to):

- The Municipal Structures Act, 1998 (No.117 of 1998)
- The Municipal Systems Act, 2000 (No.32 of 2000)
- The Skills Development Act, 1998 (No.97 of 1998)
- The Employment Equity Act, 1998 (No.55 of 1998)
- The Municipal Finance Act (No.56 of 2003)
- The Labour Relations Act (No. 66 of 1995)

Tyler (2004, p1287) states that “Securing employee adherence to work-place rules and company policies is one key antecedent of successful coordination and functioning within organisations.” The theme *adherence to legislation* refer to the extent to which employees adhere to legislative requirements with regards to the effective functioning of the municipality.

#### **2.7.2.2 Ethical Work Culture as a theme of the work outcome - Governance**

The second theme of *Governance* identified for this study is *Ethical Work Culture and Climate*. Culture within an organisation is a force that brings members of the organisation together (Cummings & Worley, 2014; Schraeder, Tears, & Jordan, 2005). Schraeder et al. (2005) write that “culture of an organisation can serve as an informal control mechanism helping to define acceptable behavior within an organisation” (p. 494). Kets de Vries (as cited in Rossouw & Van Vuuren, 2013), describes organisational culture as a “mosaic of basic assumptions expressed as beliefs, value, and characteristic patterns of behaviour” (p.302). Organisational culture is furthermore equated with an “‘invisible hand’ that structures activities” (Rossouw & Van Vuuren, 2013, p.303). An ethical work culture is a dimension of work culture relating to matters that are recognised as ethical significant for the organisation. For the purposes of this study; ethical culture is defined as a dimension of organisational culture, consisting of formal (rules and regulations) and informal (not observable) systems of behavioural control, that are constantly interacting with each other, promoting ethical or unethical behaviour (Rossouw & Van Vuuren, 2013; Treviño, Butterfield, & McCabe, 1998). Organisational culture within the public sector is an important source of its cost effectiveness and the quality of its services, as it can influence performance outcomes on an organisational, group, and individual level (Barret, 2010; Krog,

2014). Even with state-of-the-art legislative frameworks such as the Constitution, South African municipalities constantly deal with prominent ethical dilemmas such as the abuse of public trust, maladministration and corruption (Matsiliza, 2013; Pillay, 2016). Webb (2014) makes a similar statement regarding municipalities in the United States of America: “the perception of compromised ethics is a significant obstacle to small municipal governments in delivering essential services effectively” (p.5). Therefore, creating an ethical organisational culture within municipalities, can lead to more effective service delivery outcomes.

Organisational culture reflects the values of historical and/or current leaders (Barret, 2010; Rossouw & Van Vuuren, 2013). According to Barret (2010 p2), values are “deeply held principles, ideals, or beliefs that people hold or adhere to when making decisions” (p. 2). Barret (2010) furthermore writes that “individuals express their values through their personal behaviors; organisations express their values through their cultural behaviors” (p. 2). As leaders, executive mayors play a pivotal role in forming and maintaining the municipal organisational culture. The culture that an executive mayor creates in a municipality is dependent on the relationship the mayor has with the municipal council, municipal manager, as well as the relationship he or she has with other municipal employees and the community.

### **2.7.2.3 Public Participation as a theme of the work outcome - Governance**

The third theme of *Governance* identified for this study is *Public Participation*. Public participation is considered in South Africa as a Constitutional right in terms of Section (1) of the Constitution of the Republic of South Africa, Act 108 of 1996 (Maphazi, 2012; Maphazi, Raga, Taylor, & Mayekiso, 2013; Tshoose, 2015). Section 152(1)(e) of the Constitution stipulates that local government must encourage the involvement of communities and community organisations (Republic of South Africa, 1996). In support of the constitution, the Municipal Systems Act (No. 32 of 2000) places a duty on municipalities to engage in meaningful participation with community members (Gordon et al., 2018). According to Maphazi (2012) public participation is a process that offers community members an opportunity to influence public decision making. Maphazi (2012) furthermore explains that public participation does not end with decision making, “as it sets the scene for decision-making and continues during the decision-making process and beyond into the implementation, monitoring and evaluation phases” (p.69). Bekker as cited in Maphazi

(2012), states that public participation is not a once off event but should rather be viewed as a series of interconnected acts. The objective of public participation is to identify the needs and aspirations of community members, so that local government can initiate and implement informed decisions (Maphazi, 2012; Maphazi et al., 2013). Thus, municipalities should pursue public participation to promote good governance (Maphazi, 2012).

#### **2.7.2.4 Accountability as a theme of the work outcome Governance**

The fourth theme of *Governance* identified for this study is *Accountability*. According to Pretorius (2017), accountability is an important facet of an organisational culture that will protect the different stakeholders within a municipality. In order to ensure effective resource management and allocation, the executive mayor along with the mayoral committee should be held accountable for how resources are managed and allocated. Accountability in this study is the outcome when a mayor or mayoral committee member, takes responsibility for his or her actions, decisions, outcomes and policies (Pillay, 2016). During focus groups conducted by Pretorius (2017), most counsellors confirmed that accountability is problematic in municipalities, as “nobody wants to accept responsibility for poor outcomes and low outputs of their municipality” (p.163). Stiglitz as cited in Pretorius (2017), states that accountability requires three things: Firstly, objectives are given to somebody. Secondly, there should be a reliable means to measure whether the objectives are met. Thirdly, there should be clear consequences for both achieving and failing in reaching the objectives (Pretorius, 2017). Pillay (2016), argues that accountability only emerges when all municipal employees understand that ethics is “an integral element of fulfilling the responsibility inherent in the obligation of all employees to achieve their goals” (p.117). According to Pillay (2016) accountability can only occur when the city council members respect and listen to the community as well as adhering to existing legislation. Additionally, Pretorius (2017), states that the availability and accessibility of information is an important aspect of accountability.

Considering the discussion above, Figure 2.2 depicts *Adherence to Legislation, Ethical Work Culture and Climate, Public Participation, and Accountability* as themes of the job outcome - *Governance*.



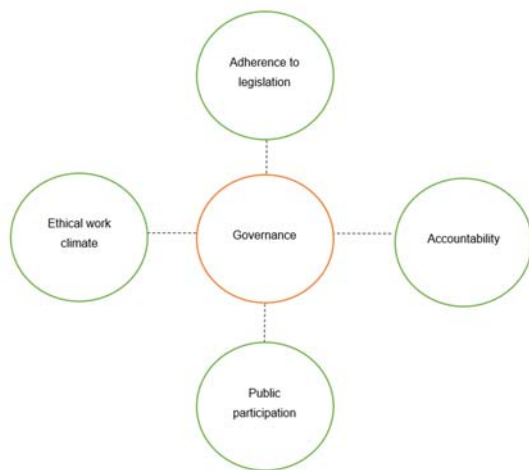


Figure 2.2. Leading Job outcome: Creating and maintaining a cohesive ethical work culture

### 2.7.3 **Resource Management as a broad leading work outcome**

The job outcome – *Resource Management*, refers to the efficient and effective use and development of municipal resources, whereas the term ‘resources’ alludes to anything that a municipality needs to ensure basic and emergency service delivery. It is crucial for municipalities to manage available resources in a way that ensures effective service delivery while increasing public trust (Brackertz, 2006). Section 153 of the Constitution assigns ‘developmental duties’ to local government. These duties include the structuring, managing and administration of resources, so that priority is given to the basic needs of the community. Additionally, Section 153 of the Constitution places a duty on a municipality to promote the social and economic development of the community. In order to fulfil these duties stipulated by legislation, available resources must be managed and allocated effectively. The actions and decisions of mayors could impact the relationship of several municipal stakeholders, including the following: possible investors, municipal council members, citizens of the community, external organisations (who want to work with the municipality) and other municipalities. It is vital for the executive mayor to identify available resources and to manage it adequately in order to satisfy the various municipal stakeholders. Moreover, resources should be managed and allocated according to the goals that are set out for the municipality, which should centre around service delivery. The different resources may include physical resources, human resources, financial resources and educational resources.



### **2.7.3.1 Financial Resources as a theme of the work outcome - Managing Resources**

The first theme of *Managing Resources* identified for this study is *Financial Resources*. The theme *Financial Resources* refers to the extent financial resources are managed to ensure effective service delivery. The Constitution bestows municipalities with the power to impose rates on properties and to charge fees for rendering services. The executive mayor is the city counsellor responsible for overseeing financial matters as prescribed by the Municipal Finance Management Act (No.56 of 2003). Sections 52 – 59 of the Municipal Finance Management Act stipulates the responsibilities of executive mayors regarding the financial matters of a municipality. The goal of The Municipal Finance Act (No.56 of 2003) is to ensure sound and sustainable financial management in municipalities (Pretorius, 2017). According to Hendriks (2018), a mismatch exists between the increasing responsibilities of local government and “the static revenues resulting in local government not able to fund rising demands for investments in infrastructure and public services” (p.771). Matibane (2010) writes that the financial systems of municipalities are often weak as a result of inadequate financial management capacity. This often occurs when the budget processes are not properly linked with municipal plans, or when the budget process is closed for public participation (Matibane, 2010).

### **2.7.3.2 Human Resources as a theme of the work outcome - Managing Resources**

The second theme of *Managing Resources* identified for this study is *Human Resources*. Human resources signify a form of organisational capital, which is often regarded as the most important asset of organisations (Cloete, 2016). In the modern work environment employees are constantly urged to ‘do more with less’ (Ulrich, 1998). There is a danger that the relationship between employees and the organisation becomes purely transactional, where employees are only prepared to give their time and nothing more (Ulrich, 1998). Literature indicates that human resource management (HRM) is considered as one of the key drivers of organisational change and renewal in the public sector (Bruns, 2014; Cloete, 2016). Therefore, it is crucial for municipalities to invest into HRM practices that will facilitate effective service delivery. According to Cloete (2016), the prevailing organisational culture in most South African municipalities is not conducive to attract and retain employees required to ensure effective service delivery. For instance, in 2014 the Minister of

Cooperative Governance and Traditional affairs announced that 170 of South Africa's 278 municipalities employed a chief financial officer that is not qualified to do the job (Siddle & Koelble, 2017). In order to ensure effective service delivery, it is crucial for municipalities to appoint personnel with sufficient knowledge and skills that is required for service delivery (Hendriks, 2018; Siddle & Koelble, 2017).

In a global environment human resources are considered to be a source of achieving a competitive advantage. It is therefore crucial that organisations keep their employees fully engaged in order to survive (Ulrich, 1998). Subsequently, employee engagement is regarded as one of the biggest focus areas for human resource management practitioners (Martins & Ledimo, 2016). The level of employee engagement will depend on how the resources are managed. Research indicates that there is a positive relationship between job and personal resources and employee engagement (Bakker & Demerouti, 2007). Schaufeli, Salanova, González-Romá, & Bakker (2002) define engagement as “a positive, fulfilling, work related state of mind that is characterised by vigor, dedication, and absorption” (p.74). According to Nienaber and Martins (2015) employee engagement refers to “engaged employees’ at both the individual and organisational level, who are fully absorbed by and enthusiastic about their work, and so take positive action to further the organisation’s reputation and interests” (p.405). Nienaber and Martins’ (2015) definition of engagement includes the individual as well as the organisation, as it “reflects the individual employee’s work role and role as organisational member” (p.405). Vigoda-Gadot, Eldor, & Scohat (2013) argue that employee engagement is important for municipalities to achieve desired performance standards, especially in an “economy of constant budget cutting” (p.10). A municipality with engaged employees will have a positive effect on the community, as they will be enthusiastic and fully immersed in their daily tasks. Engaged employees will be more productive as they tend to be proactive and take more responsibility (Vigoda-Gadot et al., 2013; Martins & Ledimo, 2016). Research indicates that employee engagement has a positive relationship with service delivery and client satisfaction, which are key outcomes of municipalities (Vigoda-Gadot et al., 2013).

### 2.7.3.3 Physical Resources as a theme of the work outcome - Managing Resources

The third theme of *Managing Resources* identified for this study is *Physical Resources*. The theme – *Physical Resources*, consists of man-made resources that are tangible – including property, infrastructure, and technology. These resources enable municipalities to fulfil their purpose. In contrast with private organisations, the strategic objective of local government is not to generate profits from its property, but rather to ensure effective service delivery and to assume the role as guardian of public assets (Brackertz, 2006). Physical resources such as appropriate infrastructure is a major determining factor of the cost and quality of service delivery (Hilhorst, Baltissen, & Lodenstein, 2008). For example, the quality of electricity supply will determine what type of technical processes can be used (Hilhorst et al., 2008). The accessibility of communication networks will determine the information flow of the municipality, whereas the lack of running water and sewerage facilities will negatively impact a community's production capacity and overall life quality of community members (Hilhorst et al., 2008). Table 2.1 depicts the different types of physical resources along with its distinctive descriptions.

Table 2.1

*Types of physical resources*

Type	Description
Transport	Roads, bridges, rails, tracks, airports, canals, subways
Water supply	Dams, reservoirs, pipes, treatment plans, etc.
Refuse disposal	Refuse dumping sites, refuse incinerators, etc.
Telecommunications	Internet services, telephone lines, etc
Power and Electricity	Power plants, oil and gas pipelines, power distribution, etc.

### 2.7.3.4 Educational Resources as a theme of the work outcome Managing Resources

The fourth theme of *Managing Resources* identified for this study is *Educational Resources*. The theme *Educational Resources* refers to any resources that the municipality can use for knowledge management. Schutte and Barkhuizen (2015) state that in a global economy it

is imperative for municipalities to “optimise, create, transfer, assemble, protect, and exploit knowledge assets” (p.130). Effective service delivery requires municipalities to be familiar with the needs of the community. This includes resources that can be used to equip community members with the necessary knowledge to get a basic understanding of local government. Matibane (2010) writes that a major issue for South African municipalities is that communities are not adequately informed regarding the functioning of local government. Subsequently, it is necessary for municipalities to identify and manage resources that will allow municipal employees to identify the needs of the community. Knowledge assets will strengthen municipal competencies which will improve service delivery (Schutte & Barkhuizen, 2015).

Table 2.2 describes how the effective management of these resources can impact the success of a municipality by virtue of the value it holds for various stakeholders. The rows in Table 2.2 stipulate the different stakeholders, whereas the columns indicate the critical resources.

Table 2.2

*Impact of Municipal Management of Resources on Various Stakeholders*

Municipal Stakeholders	Physical Resources	Human Resources	Financial Resources	Educational Resources
Investors	Identifying and developing physical resources will increase infrastructure and job opportunities, which will make the community more attractive for investors.	Managing HR increases productivity of municipality, making a municipality more effective and attractive.	Allocating financial resources according to the needs of the community will likely improve the life quality of community members.	Strategies to educate foreign investors about the local community, and all its resources.
Municipal Council Members	Allocating physical resources for council members to successfully complete their duties.	Ensuring job satisfaction among council members and employees of municipalities, as well as to recruit, select and retain employees who will ensure	Proper financial resource management will increase the quality of service delivery as well as the trust	Educating council members regarding their duties and the legal framework can cultivate council members that

		optimum performance.	worthiness of municipal council members.	are more responsible
Local Members of The Community	Making the community attractive for locals, to make them proud of their community, which in turn will increase citizens identification with the community. This will increase the likelihood that citizens will do more for the community.	Effective HR will lead to better service delivery by increasing productivity. Moreover, local members of the community may perceive the municipality as an employer of choice.	Income via property tax should be allocated to ensure optimal function of municipal service delivery	Educating locals regarding municipal functioning will increase public participation, which will lead to higher quality municipal services

Figure 2.3 depicts *Financial Resources*, *Human Resources*, *Physical Resources*, and *Educational Resources* as themes of the broad job outcome - *Resource Management*.

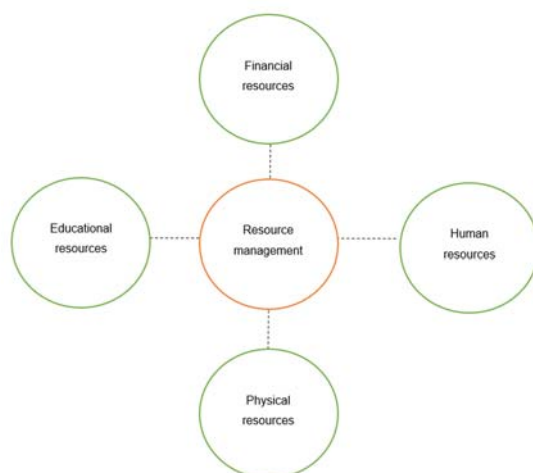


Figure 2.3. Leading Job Outcome: Resource Management

#### 2.7.4 Lag outcomes: *Service Delivery* and *City Attractiveness*

The previous paragraphs highlighted three broad leading mayoral job outcomes along with their co-occurring themes. The leading job outcomes identified in this study enables effective service delivery, while effective service delivery contributes towards the perceived attractiveness of a city. Section 2.3 provides an adequate description of service delivery.

Thus, in order to avoid repetition, this section will briefly define service delivery in the context of local government. Thereafter, the focus will be on the lag job outcome *City Attractiveness*.

#### **2.7.4.1 Lag outcome: Service Delivery**

The term ‘service delivery’ is globally used to denote the distribution of basic community services, which is based on the needs of the community (Akinboade et al., 2012; Reddy, 2016). Service delivery is concerned with the delivering of municipal goods, benefits, activities and satisfactions that are deemed public, to enhance the life quality of community members (Reddy, 2016). Moreover, as mentioned in Section 2.3, municipal services can be either tangible (services that are visible such as: public housing, roads, water and sanitation systems) or intangible (important services which are not visible such as: public drainage and sewage systems, and public safety standards). Service delivery in South Africa is often criticised for being unreliable, causing inconvenience, and in certain cases even dangerous (Akinboade et al., 2012; Martins & Ledimo, 2016; Reddy, 2016). In response to poor service delivery, local communities have seen an increase in service delivery protests in the past decade (Reddy, 2016).

#### **2.7.4.2 Lag outcome: Attractive City**

Within a global economic framework, cities compete against each other, in order to retain and attract existing as well as new major developmental factors (Sinkienė & Kromalcas, 2010). Literature conceptualises ‘attractiveness’ as the perception of a city’s available resources, the ability to maintain those resources, and the capacity to attract new resources (Sinkienė & Kromalcas, 2010; Snieska & Zykiene, 2015). Neminei (as cited in Sinkienė & Kromalcas, 2010), defines an attractive city through emphasising several characteristics belonging to a city, including: “a strong economy, successful business and housing policy, supply of essential public services, pleasant environment, efficient transport and traffic system” (p.150). The elements contributing to an attractive city are diverse. Therefore, in order to understand the theme – *Attractive City*, it is important to acknowledge the different stakeholders within the municipal area. Sinkienė and Kromalcas (2010) argue that it is vital for cities in a global environment to be perceived as attractive for visitors, residents and employees, business and industries, as well as the export markets.

Investment attractiveness is an important part of community attractiveness and is mostly targeted to attract business towards the city (Snieska & Zykiene, 2015). The way resources are managed and allocated, will contribute to the perceived attractiveness of the community. Thus, investors are more likely to invest in a community where the municipality manages resources effectively. In other words, municipalities who manage and allocate resources around service delivery, are more likely to attract organisations and individual investors that are willing to invest into the community (Sinkienė & Kromalcas, 2010; Snieska & Zykiene, 2015; Verheul & Schaap, 2010; Vogelsang-Coombs, 2007).

### **2.7.5 Preliminary job outcome model for executive mayors**

Figure 2.4 presents the different job outcomes as a *Preliminary Job Outcome Model*. The *Preliminary Job Outcome Model* indicates an interactive relationship between the three broad leading job outcomes. Moreover, the model illustrates that the three broad leading job outcomes – *Diversity Management*, *Resource Management*, and *Governance*, enable the lag job outcome - *Service Delivery*. Additionally, the *Preliminary Job Outcome Model* conceptualises *Attractive Community* as a product of the lag outcome *Service Delivery*. It should be noted that the *Preliminary Job Outcome Model* (as presented in this Chapter) has been adjusted according to the qualitative data obtained for this study (see Chapter 4 for the *New Job Outcome Model*).

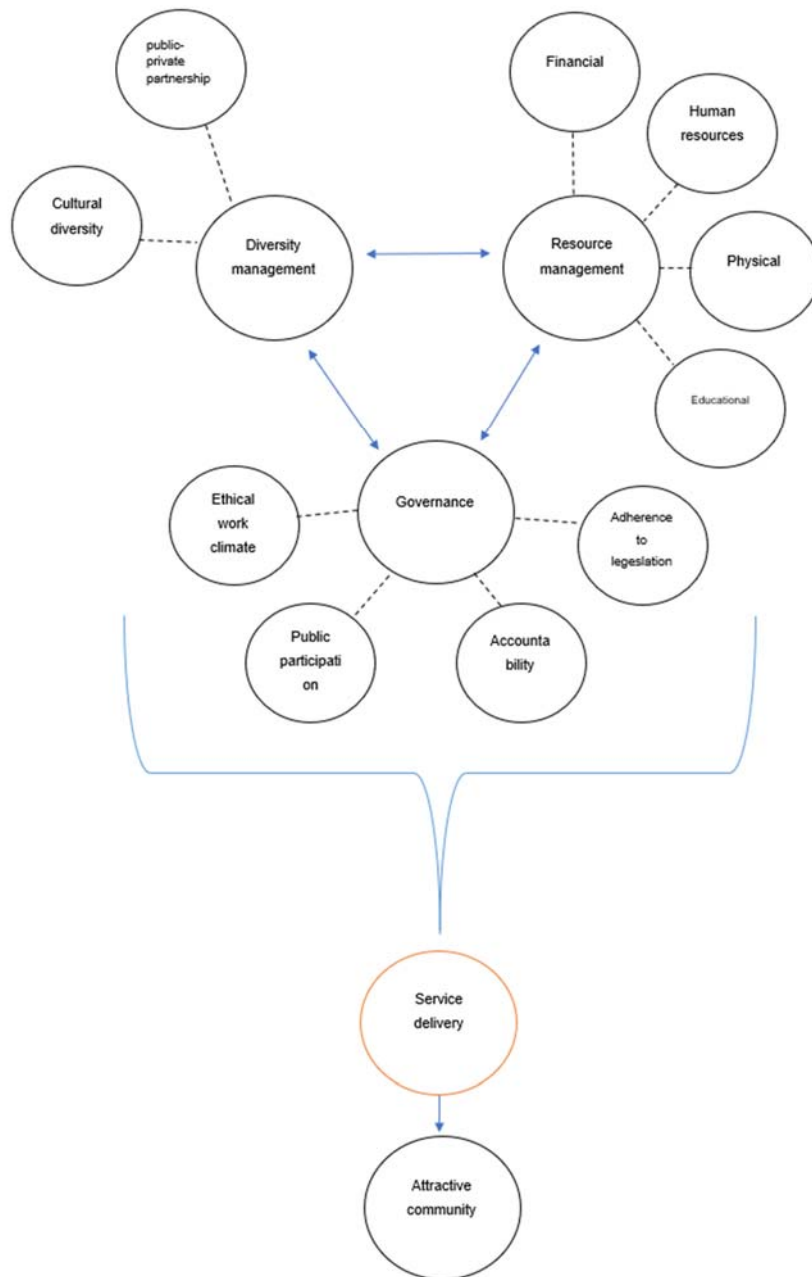


Figure 2.4. Preliminary Job Outcome Model

## 2.8 Identifying Competencies

This section proposes various behavioural competencies that will most likely lead towards accomplishing the various job outcomes of an executive mayor. The competencies are drawn and developed from the specific job outcomes as specified in the job outcome model, by theorising how (in terms of behaviour) mayors achieve these outcomes successfully.



More specifically, the competencies were developed by integrating the different job outcomes with pertinent leadership theories.

### **2.8.1 Competency 1: *Building and Maintaining Strategic Relationships***

As specified by Section 153 of the Constitution, municipalities must promote the economic and cultural wellbeing of a city. In order to do this, it is necessary for an executive mayor to build and maintain strategic relationships with different interest groups which can facilitate economic and cultural growth. A strategic relationship can be considered as an agreement between two or more entities specifying activities or processes that will lead to specific outcomes. Strategic relationships include formal and informal relationships between the mayor and municipal stakeholders that will benefit the municipality as a whole.

Vogelsang-Coombs, (2007) argues: that a “critical challenge for a big city mayor is managing the relationship among political actors and interests, governing institutions and business” (p. 198). In South Africa, it is even more challenging. Factors such as inequality, the globalisation of capital, production services and culture, and employment legislation contributes to the complex nature of communities, which requires a mayor with strong leadership abilities. Verheul & Schaap (2010) write that “mayors function in a network environment, in a context of interdependencies” (p. 445). The mayor is a central figure connecting the different stakeholders in the environment upon which various people and organisation look at for guidance.

Focusing only on business objectives is not sufficient in the modern environment. Literature indicates that successful leadership emphasises the leader, the followers and the situation (Graham, 2013; Yukl, 2013). Subsequently, mayors should cultivate relationships between all the stakeholders within the community. Building strategic relationships is furthermore aligned with the social identity approach to leadership (Steffens et al., 2014). The core of social identity approach to leadership is the capacity of leaders to “represent, advance, create, and embed a shared sense of social identity for group members” (Steffens et al., 2014, p. 1005).

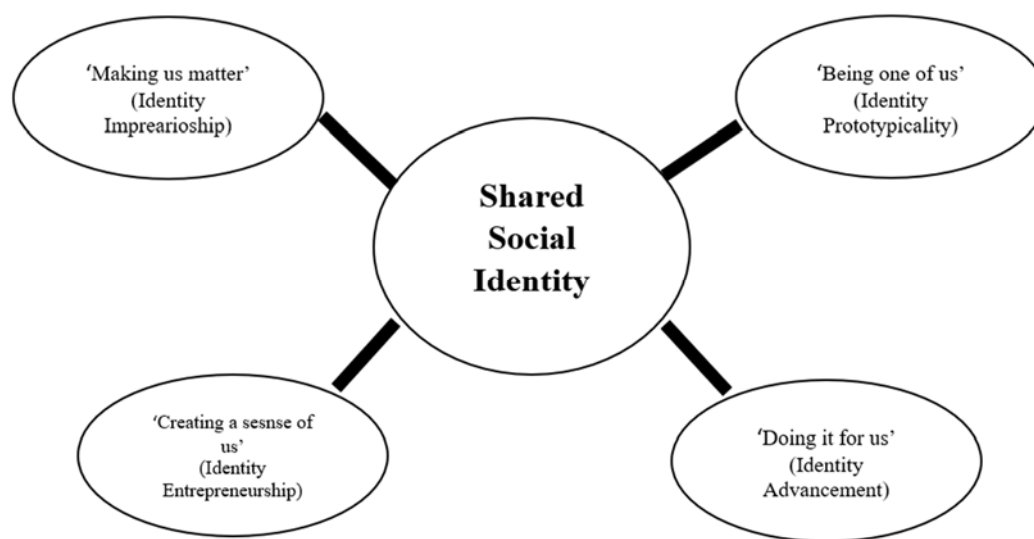
### **2.8.2 Competency 2: *Creating A Shared Identity***

The social identity approach to leadership stresses the creation and maintenance of “togetherness” (Steffens et al., 2014). This enables leaders to motivate individuals to move

in the same direction (Steffens et al., 2014). Before investigating the different dimensions of social identity approach to leadership, the concept “sense of us” will briefly be discussed. Nancy, a French philosopher, writes that every human being is both singular and plural, suggesting that humans are ontologically in relation to one another (Gratton & Morin, 2014). In other words, meaning resides in the complexity of different relationships between individuals, due to the fact that identity is derived from these relationships. This ‘being with’ ontology has various political implications as it calls for politics to ‘open onto a community’ (Gratton & Morin, 2014). Steffens et al. (2014) developed the Identity Leadership Inventory (the ILI), which measures four dimensions of identity leadership. These dimensions are:

1. Being one of us (identity prototypicality)
2. Doing it for us (identity advancement)
3. Creating a sense of us (Identity entrepreneurship)
4. Making us matter (Identity impresarioship)

According to Steffens et al. (2014), the four dimensions of identity leadership constitute the ‘sense of we and us’ (shared social identity). Drawing from the four different dimensions of the social identity approach to leadership, competencies 2 – 4 are identified. These competencies allow mayors to represent, create, advance, and embed a shared social ethical identity thereby contributing towards a cohesive work culture.



*Figure 2.5.* A four-dimensional model of social identity. Adapted from “Leadership as social identity management: Introducing the Identity Leadership Inventory (ILI) to assess and validate a four-dimensional model,” by Steffens, Haslam, Reicher, Platow, Fransen, Yang, Ryan, Jetten, Peters, Boen, 2014, *The Leadership Quarterly*, 25(5), p. 1001-1024.

A prototypical leader is representative of the group that he or she leads (Steffens et al., 2014). The leader embodies the characteristics of the group, which enables him or her to exercise authority over other group members. This furthermore contributes to a variety of leadership outcomes such as perceived leader fairness, endorsement of leaders, trust in leaders and perceived leader charisma (Steffens et al., 2014).

A mayor should represent the unique qualities of the community and should embody the meaning of the community to serve as a role model for the community, as well as other communities. In doing this, the mayor creates an image where the community perceives him or her as part of the community. Subsequently, the actions of a mayor must serve to create a sense of ‘togetherness’ in the municipality (Steffens et al., 2014). According to Steffens et al. (2014) bringing people together creates a shared sense of community. A mayor can bring municipal as well as community members together by:

- a) Increasing cohesion and inclusiveness within a community, which will create a sense of belonging in a community.
- b) Clarify the community’s understanding of what it is that makes the community unique by emphasising and defining the core values, norms and ideals of the community

The different interest groups within the community are more likely to perceive the mayor as trustworthy and caring, as the mayor's personal interests are aligned with the interests of the community. The community will furthermore perceive the mayor as 'approachable', adding to the credibility of his image. Creating a shared identity will furthermore add to the culture of the municipality, through aligning municipal values with community values. Consequently, the identity of a mayor must reflect the identity of the municipality (that s/he serve) as a whole.

Additionally, for the mayor to be perceived by the community as 'one of us', the mayor's actions must promote the shared interest of the community. Steffens et al., (2014) states: "it has been argued and empirically demonstrated that leaders are more effective to the extent that they are seen to be acting as in-group champions" (p. 1004). Stating it differently, leaders should act in such a manner that they are perceived as acting in the group's interests, and not in personal interest or in the interest of other groups (Steffens et al., 2014). Reicher and Hopkins as cited in Steffens et al., (2014) argues that "leaders need to act as identity entrepreneurs" (p. 1001). Their actions should construct a sense of shared identity among group members. It should be noted that acting in the interest of the in-group includes establishing good relationships with outgroups as these relationships may be beneficial for the in-group. In other words, the tangible outcomes of a leader's decision should be consistent with, and contribute towards, a shared identity.

### **2.8.3 Competency 3: *Leading Change***

As an iconic public figure, the executive mayor must be able to challenge the *status quo* with facts and information that will improve municipal effectiveness. Moreover, the mayor must be able to facilitate municipal transformation and change, so that municipal initiatives can be implemented successfully. According to Yukl (2013) leading change is an important, yet difficult aspect for leaders. Mayors should advance and promote the core interests of the community by contributing to the realisation of shared goals and furthermore to defend the interests of the community. As a leader, the mayor must be capable of setting a vision for the community to maintain and develop communal interests. The members of the community should perceive the vision of the mayor as constructive for the community. This requires the mayor to communicate community goals and furthermore provide updates on the different goals on a regular basis.

#### **2.8.4 Competency 4: *Empowerment***

According to Yukl (2013), empowerment occurs when members of an organisation perceive that they can “determine their work roles, accomplish meaningful work and influence important events” (p.114). Thus, in addition to the delegation of power to subordinates, empowerment is also a motivational process (Yukl, 2013). Empowerment in this study refers to the behaviour of mayors that: 1) assist municipal employees as well as community members to understand the importance of their respective roles in the community, 2) involve employees and community members in the decision making process, and 3) show trust in employees to be capable of achieving high performance, and 4) removing bureaucratic barriers that constrain public participation. A mayor can empower a community by developing and maintaining structures that add to the value of the community. Empowering a community includes tangible, as well as intangible outcomes, which enhances the shared identity of the community. Steffens et al. (2014) writes that leaders should “engage in activities and produce outcomes that allow group members to live out their group membership in meaningful ways” (p. 1005). Moreover, for a leader to be truly successful, he or she should deliver specific outcomes for the group, to ‘make us matter’ (Steffens et al., 2014).

#### **2.8.5 Competency 5: *Assessing the Environment***

The LBI Performance@Leadership competency model acknowledges that leadership is complex construct as it views leadership as “a continuous process expressing itself in an extensive array of interdependent behavioural actions” (Theron & Spangenberg, 2005, p. 36). Leadership, according to Theron and Spangenberg (2005), is determined by a “nomological network of situational and person-centred latent variables” (p. 36). Thus, the model of Theron and Spangenberg (2005) defines leadership as an interaction between a person and the environment. The LBI Performance@Leadership competency model identifies four sequentially linked phases. They are: 1) assessing the environment, 2) developing and selling a vision, 3) preparing followers for the implementation, and 4) the implementation of the unit (Theron, & Spangenberg, 2005).

The competencies identified earlier are similar to the LBI Performance@Leadership competency model, as competency 1 – 4 exemplifies a) developing and selling a vision, b) preparing followers for the implementation, and c) the implementation of the vision. It is

necessary, however, for a mayor to assess the internal and external environment of the municipality before he or she can create a shared identity, build and maintain strategic relationships, lead change, and empower others. Table 3 indicates how the Leadership Behaviour Inventory (LBI) defines assessment of the internal and external environment of the unit.

Table 2.3

*Assessment of the Internal and External Environment of the Unit*

Assessment of the Internal and External Environment of The Unit	Description
Awareness external environment	Identifies and interprets external developments that may affect unit performance  Understands the business and positioning of the organisation
Awareness internal environment	Interprets internal dynamics and identifies weaknesses that may affect unit performance

*Note.* Assessment of the internal and external environmental unit. Adopted from “Towards a comprehensive leadership-unit performance structural model: The development of second-order factors for the Leadership Behaviour Inventory” by C. Theron and H Spangenberg, 2005, *Management Dynamics: Journal of the Southern African Institute for Management Scientists*, 14(1), p. 35-50.

The internal environment of a mayor refers to the municipality as an organisation and the community whom the municipality serves. The mayor should be able to identify weaknesses in the municipality. In other words, he or she should identify areas of functioning that can be improved, such as human resource management, financial management, etc. It is also important that during the internal assessment of the environment that the mayor identifies the different needs of the community so that he or she can plan and manage resources effectively to address different needs. The mayor furthermore needs to analyse business opportunities and threats for possible investors.

The external environment of a mayor refers to other municipalities. The mayor needs to be aware of developments in other municipalities to keep up to date with the latest technologies

and developmental trends. Additionally, the mayor should also be aware of international trends that may impact the local economic environment.

### 2.8.6 Competency 6: *Ethical Leadership*

The executive mayor is a powerful individual, who can have a substantial impact on other municipal employees, as well as the lives of the community members. Therefore, it is crucial that the mayor uses the power in such a way that it promotes the interests and wellbeing of the community as a whole. As a leader, an executive mayor is responsible for creating and maintaining an ethical work culture.

Rossouw and Van Vuuren (2013); identifies seven 'C's that leaders need to lead ethically, namely: "commitment, competence, conversation, courage, creativity, consistency, and congruence" (p.309). The paragraph below briefly outlines the seven 'C's as identified by Rossouw and Van Vuuren.

In order to establish an ethical culture, the mayor must *commit* to organisational ethics. Moreover, commitment requires awareness of ethics in organisations as well as ethical sensitivity, so that the mayor can link ethics to the image/ brand of the municipality (Rossouw & Van Vuuren, 2013). Additionally, for the mayor to create an ethical culture the mayor must be *competent* to make sound ethical analysis and decisions (Rossouw & Van Vuuren, 2013). Municipal stakeholders will perceive the mayor as ethical when ethics become part of the daily *conversation*. In other words, ethics should become part of the mayor's vocabulary that he uses on a day-to-day basis (Rossouw & Van Vuuren, 2013). Furthermore, *courage* is needed, so that the mayor can stand up for what is right. Municipalities are faced with ethical dilemmas on a regular basis (Pillay, 2016). Mayors need to be *creative*, so that they can solve these ethical challenges (Rossouw & Van Vuuren, 2013). In order to act ethically mayors should act with *consistency*, especially when applying policies and adhering to legislation (Rossouw & Van Vuuren, 2013). *Congruence* is the last 'C' identified by Rossouw and Van Vuuren (2013), it refers to the "important leadership task of fairly and meaningfully balancing the organisation's espoused core values" (p.313). In other words, it is essential that employees perceive organisational values as equally important.

Ethical leadership underpins all the other competencies identified for this study. Any behaviour displayed without an ethical basis constitute in Machiavellianism, where 'the end

justifies the means' (Machiavelli, 2008). Machiavellian ethics promotes egotism, which is in direct contrast with the democratic values of South Africa as espoused by the Constitution. Subsequently, it is proposed that the competency - *Ethical Leadership*, is likely to influence all the job outcomes as identified in the *Preliminary Job Outcome Model*.

## **2.9 Conclusion**

This chapter commenced with a discussion on the concepts, 'competencies' and 'competency modelling.' The aim of this study was to identify various behavioural competencies that are needed for a mayor to perform his or her duties successfully. Subsequently, the context of mayors was studied and expressed as municipalities. Municipalities consist of certain components and structures and are furthermore guided by a legislative framework.

This literature study derived various job outcomes from relevant legislation and literature. Moreover, a Preliminary Job Outcome Model was presented specifying the various leading and lag job outcomes along with their co-occurring themes. Based on the Preliminary Job Outcome Model, the researcher developed a behavioural competency framework specifying six behavioural competencies. These behavioural competencies are broadly defined. Therefore, further research was needed to identify specific mayoral behaviours that will lead to the achievement of the job outcomes.



## **CHAPTER 3: RESEARCH METHODOLOGY**

### **3.1 Introduction**

The purpose of this study was to identify various behavioural competencies enabling executive mayors to achieve specific municipal job outcomes. Moreover, this study was set out to develop a competency model, linking behavioural competencies with specific job outcomes. The competencies identified in Chapter 2 are drawn from various theories and literature. These competencies are broadly defined. Subsequently, further research was needed to identify and describe specific behaviours. This contributed to a more significant understanding of the behavioural competencies. Chapter 3 aims to clarify the approach that was taken for this study. More specifically, addresses the research approach for answering the following research questions:

- What are the job outcomes of an executive mayor that will enable effective service delivery?
- What are the specific behaviours that enable executive mayors to achieve the job outcomes?
- How do the behavioural competencies relate to the various job outcomes?

### **3.2 Research Design and Approach**

Research design refers to a plan or structured framework of the research process enabling the research to achieve its objectives (Babbie & Mouton, 2001; Creswell, 2009). Babbie and Mouton (2001) state that there are two key aspects of research design. Firstly, it should be clearly specified what the objectives of the research are. Secondly, the best way of conducting the research should be determined (Babbie & Mouton, 2001). Subsequently, the research design of a study serves as a plan for decision making regarding the philosophical assumptions, methods of data collection and analysis (Creswell, 2009).

The objective of this research was to develop an exploratory model, specifying the behaviour of executive mayors that enables them to do their job effectively. However, the literature is very ambiguous regarding mayoral behavioural competencies. Previous studies focused mainly on mayoral leadership styles (Verheul & Schaap, 2010; Vogelsang-Coombs, 2007). Therefore, there was a need to explore the behaviour exhibited by mayors, to identify

specific behaviours permitting mayors to achieve specific outcomes. In order to develop an initial understanding of mayoral behaviour, a qualitative approach was followed. This study made use of a qualitative approach, drawing from both the interpretive paradigm as well as the positivist paradigm as frames of reference. Ultimately this research presupposes a positivistic frame of reference.

In quantitative research, the researcher seeks control over the different variables in the study. Quantitative research is furthermore guided by how these variables relate to each other (Henning, van Rensburg, & Smit, 2004). Qualitative research on the other hand, does not seek control over the different variables as the researcher wants to study phenomena in their natural setting (Henning et al., 2004). Moreover, qualitative studies aim for a deeper level of understanding of the phenomenon in question (Creswell, 2009; Henning et al., 2004). By following a qualitative approach, the researcher was able to extract knowledge from high performing executive mayors. A qualitative approach enabled the researcher to explore the behaviour of executive mayors in relation to specific leading job outcomes.

### **3.3 Research Paradigm**

The goal of research is to contribute to science (Struwig & Stead, 2011). Science is a way of knowing the world – epistemology, with a specific methodology setting it apart from other non-scientific disciplines (Ritchie, 2014). Scientists produce theories of the world where the scientific method involves testing those theories (Ritchie, 2014). In research, there are always ontological and epistemological assumptions. Maykut and Morehouse (1994) write “ontological assumptions concern questions about the nature of reality ... epistemological assumptions concern the origins of knowledge” (p. 3). Likewise, research takes place from a specific background where the researcher makes certain assumptions influencing the way data is collected, interpreted, and furthermore presented (Maykut & Morehouse, 1994). The paradigm underlining the research gives meaning to the research. Literature identifies two main paradigms, namely: positivism and interpretivism (Creswell, 2009; Henning et al., 2004; Lee, 1991; Maykut & Morehouse, 1994; Struwig & Stead, 2011). These two paradigms are mainly described as mutually exclusive. Lee (1991), however, points out that they are not. A brief discussion of each paradigm will follow. Thereafter, supporting Lee’s (1991) view, the researcher of this study will present an integrated framework combining positivism and interpretivism.

### **3.3.1 The positivistic paradigm**

Positivism, according to Lee (1991), emphasises a school of thought known as ‘logical positivism.’ Auguste Comte coined the term ‘positivism’ signifying “positive or observable facts” (Maykut & Morehouse, 1994, p. 3). In essence, positivism rejects the idea of a ‘first philosophy’ or metaphysics (Henning et al., 2004). Positivists assume that the world is governed by universal laws, which can be uncovered by observing repeated observations, from which it is possible to infer a hypothetical law (Mingers & Standing, 2017). Through deductive reasoning it is then possible to make predictions from these laws which can then be confirmed or falsified (Mingers & Standing, 2017). Moreover, positivism maintains the view that the methods used in the natural science is the only way to gain scientific knowledge (Lee, 1991). The positivists argued that it is necessary for the social sciences to adopt the methodology of the natural sciences to progress like the natural sciences (Lee, 1991). Within the positivistic paradigm, research is a means to understand the world in order to exercise control over the world by a process of prediction (Henning et al., 2004).

The positivist understanding of causation is based on Hume’s regulatory theory of causation which is intrinsic to variance theory. David Hume argues that it is impossible to observe the actual process of causality therefore the focus should rather be on whether there is a systematic relationship between inputs and outputs (Maxwell, 2012). For instance, Maxwell (2012) writes “variance theory is based on an analysis of the contribution of differences in measured values of particular variables to differences in values of other variables” (p154).

### **3.3.2 The interpretive paradigm**

The interpretive approach views the world as co-constitutive and is mostly associated with the philosophical paradigm constructivism. Constructionists take the position that reality is contingent on the meaning humans assign to reality, thus reality is a subjective concept. Maykut and Morehouse (1994) write, “the person is viewed as having no existence apart from the world, and the world as having no existence apart from the person” (p. 4). According to Lee (1991), the interpretive approach towards research rejects the notion that the methodology of the natural sciences is sufficient to study social reality. The interpretive approach maintains that there is an ontological difference between the social sciences and the natural sciences, and therefore the methodology of the two sciences should differ from each other. In the interpretive paradigm, ‘meaning’ is relative to individuals or groups as it is

a subjective construct. Schutz as cited in Lee (1991) writes “unlike atoms ... people create and attach their own meanings to the world around them and to the behaviour that they manifest in that world” (p. 347). Henning et al., (2004) write “the role of the researcher as co-creator of meaning became more important” (p. 18). Consequently, research conducted from this paradigm requires that the researcher actively participate in the research. This contrasts with the positivist approach, where the researcher creates a distance between the object under investigation and the researcher. Moreover, constructionists reject the Humean approach of causality, as the focus of research is to explore and understand the subjective reality (Mingers & Standing, 2017).

This research will follow an integrative approach as proposed by Lee (1991). In this approach both the positivist and interpretive paradigms are integrated within a single framework. The integrative approach will be discussed in more detail in the following paragraphs.

### 3.3.3 Integrating the positivist and interpretive approach

At first it seems that the positivist and interpretive approach to research is incompatible, as the one highlights objectivity and the other subjectivity (Lee, 1991). Lee (1991), however, argues that these two paradigms are not mutually exclusive. Moreover, it is possible for the interpretive paradigm and positivist paradigm to co-exist (Lee; 1991). This is illustrated in Figure 3.1.

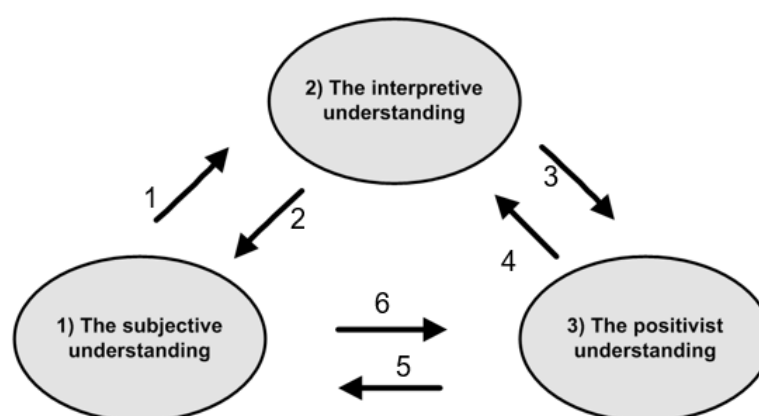


Figure 3.1. *An integrated framework for the positivist and interpretive approaches. Adapted from “Integrating positivist and interpretive approaches to organizational research,” by A.S. Lee, 1991, Organization Science, 2(4), p. 351.*

The integrated framework consists of three ‘levels of understanding’ incorporating both the positivist and interpretive approaches (Lee, 1991). In other words, the positivist and interpretive approaches to research are incorporated within a single framework (Lee, 1991).

In the first level of understanding, the focus is on human subjectivity, where meaning arises in the relationship between the human and the world (Lee; 1991). Stated differently, meaning results from our *life-world* in a phenomenological sense. The second level of understanding refers to the researcher’s interpretation of the first level (Lee, 1991). In this level, the researcher ‘throws’ himself in the *life-world* of the subject being observed. Putting it differently, in this level *intersubjectivity* develops between the researcher and those investigated. Gadamer as cited in Kearney (2003) refers to this as a *fusion of horizons* where the meaning of the subject under investigation meets, and fuses with the subjectivity of the researcher. The third level of understanding is a positivist understanding (Lee, 1991). In this level of understanding, the researcher creates an empirical reality that is testable (Lee, 1991). Lee (1991) writes “this explanation ... also called scientific theory, is made up of constructs that belong exclusively to the observing researcher” (p. 351). The theoretical explanation at the third level entails formal propositions, making it different from understanding located at the first level and the interpretation of the first level understanding occurring at the second level (Lee, 1991). The formal propositions stemming from the positivist understanding feeds back into the subjective understanding where it is either confirmed or rejected (Lee, 1991). If the propositions are rejected, it is necessary to improve the positivist understanding, which will require an improvement in the first and second levels of understanding (Lee, 1991).

The integrated framework presented in this study seems to presuppose critical realism as a philosophical orientation. Critical realism embraces the view that reality is a social construct, but simultaneously there is a reality independent of social understanding. According to Cruickshank (2012), critical realism emerged as a “non-positivist notion of knowledge being positively applied” (p.71). Unlike positivism and constructivism, realism treat mental constructs as equally real to physical ones (Cruickshank, 2012; Maxwell, 2012). One of the biggest differences between critical realism, positivism, and interpretivism is how these paradigms view the concept ‘causality’. According to critical realists’ there is a constant interaction between physical and mental entities, and both are relevant for casual explanations (Maxwell, 2012). From a realist perspective causality refers to the “actual

casual mechanisms and processes that are involved in particular events and situations” (Maxwell, 2012, p.155). Thus, realists view causality as a process, focusing on events and the processes connecting these events (Maxwell, 2012). Additionally, realists argue that the relationship between causal mechanisms and their effects are contingent upon the context in which the causal mechanism operates (Maxwell, 2012). In short, critical realism acknowledges the existence of an objective reality (independent of human perception or experience), while accepting a form of epistemological constructivism (Maxwell, 2012). Subsequently, critical realism as a philosophical orientation is compatible with both quantitative as well as qualitative research.

This research initially finds itself in the positivist paradigm. Through deductive reasoning the researcher developed a *Job Outcome Model*. Additionally, behavioural competencies were derived from the job outcome model and existing scientific theories. The next phase of the research required a qualitative approach. Previous research regarding mayoral behaviour is limited. It is thus necessary to move into the interpretive paradigm in order to understand the ‘reality’ of mayors. During this stage the researcher used qualitative methods to collect and analyse the data. This allowed the researcher to develop a better understanding of the behaviours needed and how it relates to mayoral job outcomes. At the end of the process the researcher was able to derive linkages between the job outcomes and specific behaviours. These linkages can be tested in future quantitative studies.

This section presented an integration of the interpretive and positivist approach towards research. Additionally, it was argued that Lee’s integrative framework (1991) assumes critical realism as a philosophical orientation. This study assumes a critical realist perspective where ontology is both objective and subjective. Critical realism acknowledges the importance of the human subject as creator of meaning, without rejecting the notion of objectivity (Maxwell, 2012). Moreover, it holds that knowledge is a product of an intersubjective understanding of the objective reality. The next section will describe the proposed strategy of inquiry that enabled the researcher to explore the different mayoral job outcomes and competencies in a natural setting.

### **3.4 Strategy of Inquiry**

According to Viergever (2019), research methodology differs from research methods, as methodologies are concerned with the broad description, clarification, justification, and

evaluation of the research process. Viergever (2019) writes “a methodology provides guidance throughout a research study, offering one approach that links the goal of the study to the unit of analysis, to the methods for data collection and analysis, and to the reporting format” (p.3). Research methods on the other hand provides technical guidance for data collection and analysis (Viergever, 2019).

This section presents the critical incident technique (CIT) as a research methodology as well as a method for data collection and analysis. Firstly, Creswell’s (2007) distinctive dimensions of qualitative research methodologies are presented. CIT will then be described according to the different dimensions of qualitative methodologies as proposed by Creswell (2007).

### **3.4.1 Dimensions of a research methodology**

There are numerous qualitative research methodologies that a researcher can choose from (Creswell, 2007). According to Creswell (2007) methodologies consist out of characteristics serving as dimensions to differentiate between the different methodologies. Creswell (2007) identified several unique dimensions belonging to qualitative methodologies namely: 1) focus; 2) type of problem best suited for design; 3) discipline background; 4) unit of analysis; 5) data collection forms; 6) data analysis strategies; and 7) the written report form. Table 4 presents these dimensions along with their descriptions.

Table 3.1

*Dimensions of Qualitative Research Methodologies*

Dimensions of Qualitative Research as Presented by Creswell (2007)	Description of Dimensions
Focus	The focus of the research methodology must be congruent with the aim of the research project.
Type of problem best suited for design	Different methodologies are used to address different types of research problems. For instance, an ethnographic methodology is suitable when the aim of the study is to “describe and interpret shared patterns of culture in a group” (Creswell, 2007, p.78).
Discipline background	Different qualitative methodologies originated from different disciplines and are more suitable for certain disciplines. For instance, grounded theory originated from sociology (Creswell, 2007).
Unit of analysis	In qualitative research the unit of analysis can be wide, as it can include texts, individuals, cases, social interactions, processes, organisations, or incidents (Viergever, 2019).
Data collection forms	In qualitative research data collection can take on various forms, for instance: interviews, self-administered questionnaires, and observation (Struwig & Stead, 2011)
Data analysis strategies	The strategy that is used to collect the data as well as the understanding of which data might count as important for the study.
The written report form	Different qualitative methodologies have different ways of reporting data. For instance, in a phenomenological study the focus is on describing the essence of an experience (Creswell, 2007).

**3.4.2 Critical Incident Technique as a research methodology**

Flanagan (1954) defines Critical Incident Technique (CIT) as a “set of procedures for collecting direct observations of human behaviour in such a way as to facilitate their usefulness in solving practical problems and developing broad psychological principles” (p.327). From this definition it becomes evident that CIT can be used as a tool that enables direct observation of an individual’s work behaviour (Ansari & Baumgartel, 1981; Flanagan, 1954). Flanagan (1954) presented CIT as a process that involves five steps, namely: 1) ascertaining the general aims of the activity being studied; 2) making plans and setting



specifications for the study; 3) collecting the data; 4) analysing the data; 5) interpreting the data and reporting the results.

There is confusion among scholars whether to classify CIT as a research methodology or as a research method (Butterfield, Borgen, Amundson, & Maglio, 2005; Viergever, 2019). Traditionally CIT was conceptualised as a research method, providing technical guidance for data collection and analysis (Bradbury-Jones & Tranter, 2008; Butterfield et al., 2005; Viergever, 2019). However, scholars such as Butterfield et al. (2005) argues that CIT possess the characteristics – as presented by Creswell, to qualify as a research methodology. Viergever (2019) describes CIT in terms of Creswell's dimensions, and concluded that CIT is a research methodology and not merely a method for data collection and analysis. Subsequently, CIT is capable of guiding the “qualitative research process from beginning to end” (Viergever, 2019, p.3). The next paragraphs describe CIT's distinctive features as it pertains to Creswell's dimensions and how it was applied in this study.

#### **3.4.2.1 Focus**

Butterfield et al. (2005) write that the focus of CIT is “on critical events, incidents, or factors that help promote or detract from the effective performance of some activity or the experience of a specific situation or event” (p.483). As a research method CIT is useful to observe and categorise employee behaviours in order to formulate the specific requirements of an activity (Butterfield et al., 2015; Flanagan, 1954; Viergever, 2019). The objective of this study was to identify the behaviour of executive mayors that enables superior job performance. Subsequently the focus of CIT is congruent with the goals of this study.

#### **3.4.2.2 Type of problem best suited for design**

According to Viergever (2019) CIT is best suited for studies where it is necessary to obtain an understanding of what “hinders or helps in some experience or activity” (p.5). CIT was suitable for this study as it enabled the researcher to obtain a better understanding of the different behaviours needed for superior job performance of executive mayors.

#### **3.4.2.3 Discipline background**

CIT originated from the discipline industrial and organisational psychology (Butterfield et al., 2015; Viergever, 2019). It emerged from studies conducted for the Aviation Psychology

Program of the Army Air Forces in World War II, as a technique to identify the activities that enabled employees to do their jobs (Flanagan, 1954).

#### **3.4.2.4 Unit of analysis**

The unit of analysis for studies using CIT is 'critical incidents' (Flanagan, 1954; Gremler, 2004; Viergever, 2019). Flanagan (1954) defines an 'incident' as "any observable human activity that is sufficiently complete in itself to permit inferences and predictions to be made about the person performing the act" (p.327). In addition, Flanagan (1954) goes on to explain what it means for an incident to be considered as 'critical', he writes: "to be critical, an incident must occur in a situation where the purpose or intent of the act seems fairly clear to the observer and where its consequences are sufficiently definite to leave little doubt concerning its effects" (p.327). Critical incidents for this study refer to any observable behaviour of an executive mayor that leads to the achievement of specific job outcomes. The unit of analyses for this study was specific behaviours that enable executive mayors to achieve important mayoral job outcomes that will contribute to effective service delivery. The unit of observation for this study was executive mayors in their work environment.

#### **3.4.2.5 Data collection forms**

Qualitative studies using CIT make use of a variety of data collection methods including individual interviews, focus groups, self-administered questionnaires (Viergever, 2019). The most common form of data collection is face to face interviews as it can produce comprehensive detail regarding critical incidents (Viergever, 2019).

Like most data collection methods, CIT also has limitations of which the researcher should be aware of (Gremler, 2004). For instance, the information gathered from participants can be misinterpreted or misunderstood (Gremler, 2004). In order to prevent this from occurring the researcher used active listening techniques, such as paraphrasing, probing, and asking for clarification. Additionally, all the interviews were recorded and stored in an online Dropbox account, so that the researcher can access the original interviews on an as needed basis.

### **3.4.2.6 Data analysis strategies**

The data analysis process is similar to data collection in the sense that it is very focused (Viergever, 2019). According to Flanagan (1954), the purpose of data collection when using CIT is to “summarize and describe the data in an efficient manner so that it can be effectively used for many practical purposes” (pp.343-344). There is an agreement among scholars that data analysis (when using CIT) is an inductive process (Bradbury-Jones & Tranter, 2008; Butterfield et al., 2015; Flanagan, 1954).

During the process of data analysis, it is important to select a general frame of reference which will guide the categorisation of critical incidents that emerge from the data (Butterfield et al., 2015; Flanagan, 1954; Viergever, 2019). The general frame of reference will also determine “the specificity or generality of the categories” (Butterfield et al., 2015, p.483). Flanagan (1954) states that when selecting a general frame of reference, consideration should be given to the practical use of the data.

### **3.4.2.7 The written report form**

Researchers using CIT report their findings in the form of categories describing the critical factors that help or hinder in a specific activity (Viergever, 2019). These categories can be divided into subcategories if there is a need to introduce rich data or overarching themes (Viergever, 2019). It is common for researchers to supplement the categories with excerpts from the raw data in order to provide additional context for the identified categories (Viergever, 2019).

### **3.4.3 Philosophical assumptions of CIT**

The previous paragraphs indicated that CIT can be conceptualised as a research methodology. This section presents the various philosophical assumptions of CIT as identified by Viergever (2019). Additionally, this section will link CIT with critical realism – the philosophical orientation of this study. Viergever (2019) identifies the following philosophical assumptions of CIT:

- CIT is an inductive methodological approach.

- The purpose of the researcher is to report the views of participants accurately. In accordance with the positivist approach CIT emphasises the objectivity of the researcher.
- CIT emphasises pragmatism as it assumes that a purpose can be specified for a given activity. For instance, an executive mayor uses specific behaviours for the purpose of achieving specific outcomes.
- CIT assumes that research participants can make judgements regarding successful and unsuccessful activities. Subsequently, CIT acknowledges the subjective reality of research participants.
- Through integrating and comparing different subjective views a degree of trustworthiness can be achieved regarding the inferences that are derived from a CIT study.

CIT was developed within the positivist tradition as positivism was the dominant research paradigm at the time when Flanagan presented CIT as a research tool (Viergever, 2019). However, the assumptions described (above) suggest that CIT deviates from traditional positivism as it depends on subjective perceptions. Viergever (2019) asserts that CIT is 'value bound'. Moreover, when conducting CIT research, the researcher should accept that different participants have different perspectives of the same reality (Viergever, 2019). Subsequently, when using CIT as a strategy of inquiry it is necessary to synthesise epistemological relativism with positivism. In other words, the research should acknowledge the existence of both an objective and subjective reality.

As mentioned in Section 3.3.3 critical realism acknowledges the existence of both an objective and subjective reality. Subsequently, CIT as a strategy of inquiry is acceptable to use when the research assumes a critical realist philosophical orientation.

### **3.5 Research Methods and Process**

This section will describe the research process and methods that was followed for this study. Flanagan's (1954) five steps (as mentioned in Section 3.4.2) guided the process of this study. Chapter 1 and 2 highlighted the general aims and specifications for this study, whereas Chapter 3 specifies the strategies regarding data collection and data analysing. The results are presented in Chapter 4. The following paragraphs provide an outline of the

research methods that was used for this study. More specifically the discussion will shift to sampling, the interview process, and data analysis.

### **3.5.1 Sampling**

The purpose of sampling in quantitative research is to draw a representative sample from the population, so that the researcher can study the sample in order to make generalisations about the population (Marshall, 1996). Researchers conducting quantitative research mostly use random or probability sample techniques (Marshall, 1996). Sampling for qualitative research differs from sampling for quantitative research. In qualitative research, random or probability sampling methods will be inappropriate. Marshall (1996) argues that random or probability sampling methods are “not the most effective way of developing an understanding of complex issues relating to human behaviour” (p.523). Marshall (1996) provides four reasons to support his argument. Firstly, sampling in qualitative research tend to be small. Secondly, Marshall (1996) argues that “for a true random sample to be selected, the characteristics under study of the whole population should be known; this is rarely possible in a complex qualitative study” (p.523). Thirdly, the probability approach is inappropriate as there is no way to determine that the subjective values, beliefs and attitudes that form the core of a qualitative study are normally distributed. Lastly, people differ in terms of how they interpret their own as well as other people’s behaviour. Therefore, as a qualitative researcher it is important to identify that some informants are more likely to provide data that is rich in insight and understanding, making it more useful for the researcher. In support of this argument, Marshall (1996) alludes to the following analogy: “Choosing someone at random to answer a qualitative question would be analogous to randomly asking a passer-by how to repair a broken down car, rather than asking a garage mechanic” (p.523) In short, in contrast with quantitative sampling, the focus of qualitative sampling should be on the richness of the data (Marshall, 1996; Struwig & Stead, 2011).

According to Draucker, Martsof, Ross and Rusk (2007), when discussing sampling, the researcher typically provides descriptions of “the population of interest, the sampling area or site, and recruitment strategies” (p. 1138). It is important for the researcher to carefully reflect on why a specific sample was chosen and not another (Struwig & Stead, 2011). This study was set out to identify behaviours of executive mayors, and how the behaviour links with different job outcomes. Therefore, the population of interest for this study was executive

mayors in their natural work environment as described in Chapter 2. It was decided to use a non-probability sampling strategy for this study, as it provided the researcher an opportunity to study the behaviour of executive mayors more closely. According to Etikan, Musa and Alkassim (2016), a non-probability sampling strategy is a sampling strategy where “the samples are gathered in a process that does not give all the participants or units in the population equal chances of being included” (p.1). It should be noted that there are numerous drawbacks when using a non-probability sampling strategy (Struwig & Stead, 2011). For instance, a non-probability sampling strategy is often criticised as being arbitrary as a result of possible bias that the researcher may have when selecting a sample. Moreover, making generalisations beyond the sample may be inappropriate (Struwig & Stead, 2011). Nevertheless, non-probability sampling was appropriate for this study, since the aim of this study was to identify behaviour that enables mayors to achieve specific job outcomes.

This study used purposive sampling as a sampling technique. Thus, the researcher selected participants based on certain qualities (Etikan et al., 2016; Gentles, Charles, Ploeg, & McKibbin, 2015). More specifically participants were selected from municipalities which received a clean financial audit. It should be noted that this criterion limited the availability of research participants as only 18 (out of 278) municipalities received clean audits for the 2017 /18 financial year, from which 12 of these municipalities are in the Western Cape (Auditor General of South Africa, 2019).

The sample size in qualitative research is usually smaller than the sample size used in quantitative studies (Gentles et al., 2015). In quantitative research the sample size must be large enough to produce accurate statistical estimates. Qualitative research on the other hand, focuses on the quality and richness of the data (Gentles et al., 2015; Struwig & Stead, 2011). Therefore, in qualitative research the sample size must reflect the purpose and goals of the study (Struwig & Stead, 2011). The goal of this study was to identify behaviours that enables mayors to achieve specific job outcomes, and to propose linkages between competencies and job outcomes, which can be tested in future studies. The general practise in qualitative research is to continue with sampling until saturation occurs (Gentles et al., 2015). According to Gentles et al. (2015), saturation occurs when a point is reached where no additional data will add value towards the study. Saturation occurred after six in depth

interviews. The duration of each interview was between one and two hours. See Table 3.2 for sample demographics.

Table 3.2

*Sample Demographics*

Mayor	Gender	Years Served as Mayor	Clean Audits Received
Em <sub>01</sub>	Male	6 years	4 Consecutive clean audits
Em <sub>02</sub>	Male	8 years	8 Consecutive clean audits
Em <sub>03</sub>	Male	2 years	1 Clean audit
Em <sub>04</sub>	Male	5 years	4 Consecutive clean audits
Em <sub>05</sub>	Female	5 years	5 Consecutive clean audits
Em <sub>06</sub>	Male	8 years	4 Consecutive clean audits

### 3.5.2 Interview procedure

Prior to the interviews the researcher contacted municipalities telephonically and via email to give a brief background of the study and to arrange the actual interviews. Additionally, prior to the interviews each participant received a form containing a brief outline of the objectives of this study. The form also made provision for participants to give informed consent which was necessary to partake in this study (See Appendix B).

This study used in depth semi-structured face to face interviews as a method for data collection. The researcher asked predetermined questions in a structured way, while providing each participant an opportunity to express their own views beyond the limitations of each question (Struwig & Stead, 2011). The duration of each interview was between 1 and 2 hours, and all the interviews were recorded with a Samsung Galaxy S10 smartphone. The objective of the interviews was to gain information on the subjective reality of executive mayors in a semi formatted discussion, guided by the researcher, while eliciting as many critical incidents possible (Henning et al., 2004).

Participants of the study did not receive any prior information regarding the job outcomes and competencies that was already identified in Chapter 2, as the researcher wanted to get an authentic account of behavioural competencies from the perspective of the participants. Instead of providing participants with the identified job outcomes and competencies, participants were encouraged at the onset of each interview to list the job outcomes they consider as important for executive mayors. The job outcomes identified by the participants served as a guideline for the remainder of the interview. The paragraphs below, specifies the procedure followed during each interview.

The researcher established rapport with the participating mayors 10 minutes prior to the onset of each interview, which mostly involved informal discussions regarding their municipalities. The purpose of this was to create a comfortable atmosphere, while attempting to understand the perspective of the mayor. During the first 10 minutes of each interview, the researcher explained what is meant by job outcomes and behavioural competencies. In addition, the researcher posed the following three questions:

1. What is the role of a mayor?
2. In your opinion, what makes a mayor good at his or her job?
3. In your opinion, what are the most important job outcomes pertaining to an executive mayor that contributes to effective service deliver?

The mayors were asked to answer the three questions (above) briefly. The first 2 questions provided the mayors with an opportunity to reflect upon their own roles. Additionally, it provided the researcher with valuable information, which assisted him with the formulation of questions throughout the interview. The third question served as a guideline for the remainder of the interview, as it pertains to the job outcomes (from the mayor's perspective), against which behavioural competencies were identified from. The next 10 minutes of each interview were used to get an understanding of the important leading job outcomes as listed by the mayor. The remainder of the interview focused on identifying and linking specific behaviours that enabled the mayors to achieve the different job outcomes.

Participants were asked to identify and elaborate on instances when these outcomes were achieved. In other words, the mayors had to provide examples of how they achieved these job outcomes. Moreover, participants were asked to identify and describe the behaviours



that enabled them to achieve the different job outcomes. This was done by breaking each example (provided in the context of each job outcome) into steps, and to explore the actions the mayor took to achieve the desired outcome. Each action or behaviour that contributed towards the achievement of a job outcome are considered as a critical incident. Thus, critical incidents were identified from the examples specifying how each job outcome was achieved.

The researcher made use of active listening techniques such as probing and summarising, to encourage responses and to test the researcher's own understanding of the topic at hand. By doing this the researcher was able to get a clear picture of the process described in each example. This also enabled the researcher to solicit multiple examples pertaining to each job outcome listed by the participating mayors, without going off topic. Subsequently, the researcher was able to elicit multiple critical incidents during the interview process.

### **3.5.3 Data analysis**

After each interview the researcher converted the audio recordings (obtained during the interviews) into an electronic document. Transcribing the interviews made the data more accessible, as retrieving the data becomes easier. The transcribed interview files, together with the original audio recordings, were saved on a password protected Dropbox file.

The first step of data analysis was to upload the interview transcripts as .text files into a R based Qualitative Data Analysis (RQDA) software package (Huang, 2018). The .text files were converted into .rqda files and stored on an SQLite data base. Based on the transcripts the following .rqda files were created: Transcripts from interview 1 to file: Em01; Transcripts from interview 2 to file: Em02; Transcripts from interview 3 to file: Em03; Transcripts from interview 4 to file: Em04; Transcripts from interview 5 to file: Em05; Transcripts from interview 6 to file: Em06. The researcher then analysed each file to identify relevant job outcomes. The job outcomes were coded according to the *Preliminary Job Outcome Model* (as identified in Chapter 2), as well as the job outcomes identified by each mayor. Combining the two data sources (Source 1 – *Preliminary Job Outcome Model*; and Source 2 - job outcomes identified by mayors who participated in this study) enabled the researcher to develop a New Job Outcome Model, which reflects mayoral job outcomes more accurately.

After categorising the job outcomes, the researcher created three job outcome files. Three additional files (a file for each job outcome) were created in RQDA, where all the codes (text

associated with a specific job outcome) from the original six files were retrieved, copied, and pasted within a new file. For instance, all the text within the original six .rqda files associated with job outcome 1, were retrieved from an SQLite data base then copied and pasted into a job outcome file (a new .rqda file). By doing this, the researcher was able to analyse behavioural competencies in relation to each job outcome. Figure 3.2 illustrates how the original six files were categorised into three job outcome files. Additionally, by creating a job outcome file for each job outcome it was possible to generate a profile matrix within RQDA which indicated the frequencies of each critical incident (behaviour) that occurred within a specific job outcome file.

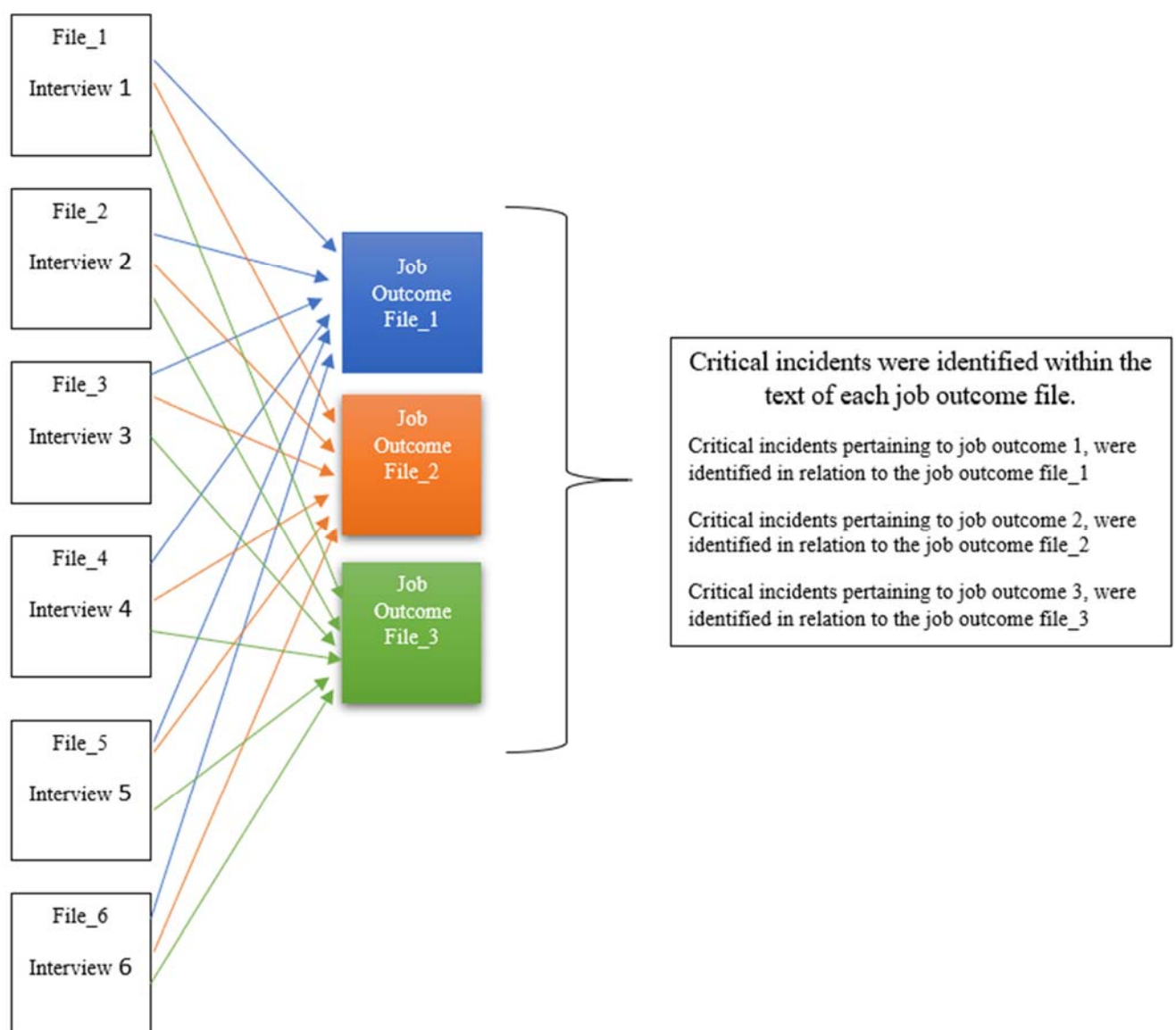


Figure 3.2 Process Followed to Create Job Outcome Files

This study used content analysis to identify and categorise the different behavioural competencies (as identified by the mayors). According to Bengtsson (2016), content analysis is a process that aims to organise data so that it is possible to derive meaningful and realistic conclusions from it. Zhang and Wildemuth (2009) write that the process involved with content analysis is designed to “condense raw data into categories or themes based on valid inferences and interpretation” (p.2). Fountain (1990) writes that content analysis “works directly from text or transcripts of human communication as its raw data” (p.3). Moreover, content analysis draws from the strengths of both qualitative and quantitative data analysis, to produce rich, yet systematic, research results (Fountain, 1999). Bengtsson (2016) identifies four main stages applicable to content analysis as method for data analysis. These stages are decontextualization, recontextualization, categorisation, and compilation. The following paragraphs present how this process was applied in this study to identify the different behavioural competencies required by mayors, to achieve the different job outcomes.

#### **3.5.3.1 Stage 1: decontextualization**

During the decontextualization stage the researcher got familiar with the data by reading through the text associated with each job outcome file (it is important to keep in mind that critical incidents were identified from the job outcome files, as this enabled the researcher to obtain a frequency count for critical incidents in relation to each job outcome). Thereafter, the researcher broke down the data into smaller meaningful units. In the context of this study, meaningful units can be considered as any critical incidents. During this stage a code (short description of each behaviour) was assigned to each critical incident.

#### **3.5.3.2 Stage 2: recontextualization**

Once the critical incidents were identified and coded, the researcher read through the job outcome files again to ensure that all critical incidents are coded. Thereafter, the researcher distinguished between all the critical incidents, which enabled the researcher to group similar critical incidents together.

#### **3.5.3.3 Stage 3: categorisation**

The competencies identified in Chapter 2 served as a frame of reference for data analysis. Subsequently, the critical incidents ( $f = 692$ ) which emerged from the data were categorised

according to the behavioural competencies identified in Chapter 2. During the process of categorising the data, the researcher remained open for the formation of new categories or to adjust existing categories.

#### **3.5.3.4 Stage 4: compilation**

During the compilation stage the researcher made sense of the data through careful examination and by constantly comparing the different critical incidents assigned to each behavioural competency. By doing this, the researcher was enabled to elaborate on categories that needed additional clarification through adding descriptive detail. Moreover, through inductive reasoning the researcher identified common themes between the different critical incidents assigned to each behavioural competency, which enabled specific behaviours (subcategories) to emerge from the initial broader competencies. In other words, critical incidents signifying similar behaviours were grouped together to form a subcategory. By doing this the researcher was able to reduce the 692 critical incidents to 33 behaviours within 6 competencies. Once all the subcategories were identified, the researcher re-examined the broader competency categories to ensure that the broader competencies accurately reflect the subcategories.

### **3.6 Validity and Reliability of Study**

Even though validity and reliability are mostly associated with the positivistic tradition it remains important for all research (Cypress, 2017; Golafshani, 2003). However, Golafshani (2003) argues that in qualitative research the terms – ‘validity’ and ‘reliability’, must be redefined so that it aligns with the aim of the research. According to Golafshani (2003) in qualitative research the terms ‘validity’ and ‘reliability’ represents the trustworthiness, rigor and quality of the research (Golafshani, 2003). In similar lines Cypress (2017), states that rigor and truth are always of concern for qualitative research. Cypress (2017) defines trustworthiness as the “quality, authenticity, and truthfulness of findings of qualitative research” (p.254). Shannon and Hambacher (2014) argue that the methodological rigor of a qualitative study can be estimated through assessing the trustworthiness and authenticity of a study. Lincoln and Guba (1985) propose that a study’s credibility, dependability, confirmability, and transferability may serve as a criterion to determine the trustworthiness of a study. Moreover, the criteria proposed by Lincoln and Guba were intended to correspond with the positivist concepts reliability and validity (Connelly, 2016; Lincoln &

Guba, 1985; Shannon & Hambacher, 2014). Authenticity on the other hand, is a unique criterion for qualitative studies as it has no parallel in the positivistic paradigm (Connolly, 2016; Shannon & Hambacher, 2014). The following paragraphs elaborates on the different criteria that can be used to determine the trustworthiness and authenticity of a study.

Connolly (2016) states that credibility refers to the confidence in the findings of a study. Additionally, Connolly (2016) argues that the credibility of a study is the most important criterion of trustworthiness. In order to ensure credibility, the researcher made use of credible sources. Additionally, the credibility of this study is addressed by making sure that the research process was carried out correctly (Cypress, 2017). The researcher emailed the interview transcripts to the mayors so that they can verify the accuracy of the transcribed interviews. By doing this, the mayors were permitted to consider whether there is alignment between what was said during the interviews, and what they intended to say. In addition, the researcher examined the data numerous times to get familiar with the data and to understand it. The researcher verified the data obtained from the interviews by comparing it against the information presented in the literature study.

Connolly (2016) writes that dependability is similar to reliability in quantitative studies. Dependability refers to “the stability of the data over time and over the conditions of the study” (Connolly, 2016, p.435). In order to ensure dependability of this study, the researcher specified in detail the processes followed to carry out this study, which will enable future researchers to obtain similar findings if they should repeat this study.

In qualitative research the term ‘confirmability’ is used to denote objectivity (Connolly, 2016). In order to ensure confirmability, the researcher must be aware of his own personal characteristics and preferences so that it doesn’t influence the findings of the study. Being acquainted with personal biases enabled the researcher to draw more valid conclusions from the experiences and ideas of the research participants. Additionally, the confirmability of this study is increased by using RQDA - R based qualitative data analysis software. The transcribed interview files, job outcome files, and codes were exported as .html files and saved in a password protected drop box folder.

The criterion transferability refers to the extent to which the findings of a study can be applied to other situations (Connolly, 2016). The transferability of this study is increased by being

transparent about the analysis and by providing rich detailed descriptions of the data (Connolly, 2016).

Authenticity as defined by Polit and Beck as cited in Connolly (2016) refers to the extent to which the researcher fairly and accurately conveys the different realities of participants. In order to address authenticity, the researcher developed a criterion (see Section 3.5.1) against which participants were chosen for this study. This enabled the researcher to extract knowledge from mayors, working in municipalities with demonstrated performance records.

### **3.7 Ethical Considerations**

The research required for this study involved human participants, hence ethical considerations were vital. Moreover, as this research is conducted from the fraternity industrial psychology it is important for the researcher to conduct this study within the ethical framework adopted by the profession. The principle 'harm-non' is the cornerstone from which all other ethical values emerges. In order to obey this principle, the researcher reflected upon the research process itself to identify and eliminate any possible sources of harm. The value 'harm-non' was furthermore enforced by adhering to the following values:

- Respecting all participants by treating them with dignity through acknowledging their basic human rights.
- A benevolent philosophy intending to act with care and improving wellbeing when it is possible.

All participants of this study signed an informed consent form prior to their participation. The informed consent form stipulates the objectives and the nature of the study (See Appendix B). The data gathered for this study are used for academic purposes. Nevertheless, it is still important to protect the identity of the participants. Subsequently, participants were not required to give any information that may link them with a specific municipality. Additionally, the participants' names are kept a secret as the researcher used codes to organise the data for this study. For example, executive mayors were coded as EM<sub>(01)</sub>, EM<sub>(02)</sub>, ... EM<sub>(06)</sub>.

### **3.8 Conclusion**

The purpose of this study was to identify various behavioural competencies enabling executive mayors to achieve specific job outcomes. A mayor is a pivotal element in

determining performance in a municipality. In Chapter 2, various behavioural competencies were identified from literature; these competencies were still underdeveloped. Therefore, additional research was needed in order to develop these competencies further. This study contributed to a more significant understanding of these competencies. To gain a deeper understanding of mayoral behaviour competencies, this study was framed within an integrative paradigm as proposed by Lee (1991). Moreover, this study applied the critical incident technique as a research methodology and as a method for data collection and analysis.

## CHAPTER 4: RESULTS AND FINDINGS

### 4.1 Introduction

The purpose of this study was to identify various behavioural competencies enabling mayors to achieve specific job outcomes. Chapter 3 outlined the research design and methodology that was followed to answer the research questions below:

- What are the leading job outcomes relating to the position of an executive mayor that will enable effective service delivery?
- What are the specific behaviours that allow mayors to achieve these job outcomes?
- How do the behavioral competencies relate to the various job outcomes?

This chapter presents and explains the results and findings of this study. Firstly, the results pertaining to the job outcomes required for effective service delivery are discussed. Based on the findings of this study, as well as the *Preliminary Job Outcome Model* (see Chapter 2), the researcher developed a *New Job Outcome Model*. After the job outcomes are presented and explained, the discussion shifts to the different behavioural competencies and competency related themes required, to achieve the different job outcomes. The frequencies associated with each competency and competency related theme, are outlined. Thereafter, linkages between the different competencies and job outcomes are introduced, as well as linkages between competency related themes and each job outcome. In addition, individual competencies and competency related themes will be described, in relation to each job outcome. To support the discussion, actual quotes from the interviews are included at the end of each competency. The quotes are presented in Afrikaans and English.

### 4.2 Mayoral Job Outcomes

Table 4.1 presents the *New Job Outcome Model*, which is based on the *Preliminary Job Outcome Model* (as identified in Chapter 2) and the qualitative interview data. It is important to note that each interview was framed within the context of relevant job outcomes as identified by each mayor. At the beginning of each interview the researcher gave each participant the opportunity to identify job outcomes which they deem necessary for efficient service delivery to take place. Job outcomes identified by the participating mayors served as a framework from which the interview then proceeded. Thus, the dialogue between the interviewer and the interviewee developed from the initial job outcomes as identified at the



beginning of each interview. These job outcomes, as identified by the mayors, enabled the researcher to adjust and build on the *Preliminary Job Outcome Model* (see Chapter 2).

Table 4.1

*New Job Outcome Model*

Leading Job Outcomes	Themes
High Stakeholder Confidence (HSC)	<ol style="list-style-type: none"> <li>1. An Integrated Development Plan (IDP) reflecting a shared identity between the municipality and municipal stakeholders (This theme includes the old job outcome - Diversity Management, as explained in Chapter 2)</li> <li>2. Effective healthy working relationships with numerous stakeholders, namely: The municipal manager, municipal councillors (including mayoral committee and members of the opposition party) and community members</li> </ol>
Clean Effective Administration Model (CAM)	<ol style="list-style-type: none"> <li>1. Competent reliable workforce</li> <li>2. Accountability (see Chapter 2)</li> <li>3. Effective policies and standard operating procedures (SOP's)</li> <li>4. Effective measures to limit corruption</li> <li>5. Ethical work culture (see Chapter 2)</li> </ol>
Sustainable Municipal Resources (SMR)	<ol style="list-style-type: none"> <li>1. Financial resources, physical resources (relating to infrastructure and natural resources such as water and land), educational resources (see Chapter 2)</li> <li>2. Public Participation</li> <li>3. Effective PPPs</li> </ol>
Lag Job Outcomes	Themes
Service Delivery	<ol style="list-style-type: none"> <li>1. Basic service delivery</li> <li>2. Emergency service delivery</li> </ol>
Attractive City	<ol style="list-style-type: none"> <li>1. Clean city</li> <li>2. Safe city</li> </ol>

The *New Job Outcome Model* (like the *Preliminary Job Outcome Model*) distinguishes between immediate / leading job outcomes and distal / lag outcomes. As mentioned in

Chapter 2 the leading outcomes can be considered as the ‘vehicle’ through which lag outcomes are achieved. More specifically, the new job outcome model assumes that the three leading job outcomes, namely *High Stakeholder Confidence*, *Clean Effective Administration Model* and *Sustainable Municipal Resources*, enable the lag outcome *Service Delivery*. The new job outcome model (like the initial job outcome model) conceptualises *Attractive City* as a product of the lag outcome *Service Delivery*. Both the initial and the new job outcome models assume that once the leading job outcomes are achieved, the lag outcomes will automatically follow. The focus of this study was therefore on the leading job outcomes. The remainder of Section 4.2 entails an overview of the leading job outcomes as presented in Table 4.1.

#### **4.2.1 Job outcome 1: High Stakeholder Confidence**

Based on the *Preliminary Job Outcome Model* and the data obtained from the interviews, the researcher of this study decided to rename the initial job outcome – *Diversity Management*, to *High Stakeholder Confidence*. In the *New Job Outcome Model*, the job outcome - *Diversity Management*, is included in the theme - *An Integrated Development Plan (IDP), reflecting a shared identity between the municipality and municipal stakeholders*, which is one of the two themes identified for the new job outcome - *High Stakeholder Confidence* (see Table 4.1).

The job outcome – *High Stakeholder Confidence*, emerges from the Integrated Development Plan (IDP), municipalities submit. All municipalities are required by law to produce an IDP, specifying the overall development plans and strategies of the municipality to improve the lives of all people living in the municipal area. The content of the IDP serves as a guide for the municipality in terms of the municipal budget and how the budget is allocated. Moreover, all municipal planning, projects, and developments should happen according to the specifications of the IDP. It is the mayor’s responsibility to manage the IDP, however, it is common for mayors to assign this responsibility to the municipal manager. The mayors who participated in this study believed that an effective IDP can only emerge from a shared identity between the municipality and all municipal stakeholders. A shared identity between a municipality and its stakeholders are characterised by an open transparent relationship between the municipality and various stakeholders, including

community members, council members, municipal directors and officials, national and provincial government, and the private sector.

In addition, the job outcome – *HSC*, refers to healthy working relationships with numerous municipal stakeholders. The data obtained from the interviews suggest that it is important for municipal stakeholders to trust the leaders of a municipality, from whom a mayor is the most prominent. The data obtained from the interviews suggest that the job outcome - *HSC*, requires a healthy working relationship between the mayor and other municipal leaders, of which the most important is the relationship between the mayor and the municipal manager. All the mayors who participated in this study agreed that effective service delivery is only possible if there is a healthy working relationship between the mayor and the municipal manager. Therefore, it is important that the two municipal heads understand each other, in order to work together without getting in the way of each other. This is only possible when the mayor and the municipal manager acknowledge each other by respecting the duties associated with each job. Additionally, both the mayor and the municipal manager must truly understand how the outcomes associated with each job, influence the job of the other, as well as the municipality as a whole. A healthy working relationship between the mayor and the municipal manager creates a shared value system between the two municipal heads, which sets an example for other municipal council members and directors. This manifests in a collaborative relationship enabling the top management of a municipality to work towards a common goal, namely, to ensure basic and emergency service delivery. A healthy working relationship must also exist between a municipality and members of the community so that the municipality can accurately identify the needs of a community and address them accordingly.

The theme - *Healthy Working Relationship with Municipal Stakeholders*, includes a healthy working relationship between the mayor and members of the opposition party as these individuals represent community members with different ideologies and needs. Therefore, a healthy relationship with members of the opposition party enables a mayor to obtain a better understanding of the community. A healthy working relationship between the mayor and other municipal stakeholders enables a municipality to be in touch with the values and needs of members of the community.

#### **4.2.2 Job outcome 2: *Clean Effective Administration Model***

Based on the *Preliminary Job Outcome Model* and the data obtained from the interviews, it was decided to combine the job outcome – *Governance* (job outcome of *Preliminary Job Outcome Model*), with the theme - *Human Resources* (from the initial job outcome – *Effective Resource Management*) and to rename it as *Clean Effective Administration Model* (CAM). It should be noted that the conceptualisation of the job outcome – *Governance*, as presented in Chapter 2 remains mostly relevant for the job outcome – CAM. In addition to the name change, it was furthermore decided to remove the theme – *Public Participation*, from the initial job outcome – *Governance*, and to categorise it under the new job outcome – *Sustainable Municipal Resources* (SMR).

The job outcome - CAM, refers to an administration with competent and reliable employees. Characteristics of a municipality with a *Clean Effective Administration Model* include clear policies and regulations preventing and mitigating the occurrence and effects of corruption, while promoting accountability among municipal councillors and directors. All the mayors interviewed for this study stated that one of the biggest problems in local government is a lack of accountability among municipal councillors. This concern is confirmed in Chapter 2 where it was argued that the mayor, together with the mayoral committee, should be accountable for resource management and allocation. Municipalities with a *Clean Effective Administration Model* have reliable measures in place, indicating whether municipal goals were met or not. They welcome internal and external audit committees to determine whether the municipality operates according to law, and whether resources were managed and allocated in an ethical manner. Additionally, there are clear consequences when municipal goals are achieved or when municipal goals are not achieved. Municipalities with a clean effective administration have an ethical work culture characterised by a shared value system; emphasising the values espoused by the Constitution, where human dignity is recognised and promoted. The job outcome – CAM, refers to an administration that operates like a ‘well-oiled machine’.

#### **4.2.3 Job outcome 3: *Sustainable Municipal Resources***

The job outcome – *Sustainable Municipal Resources* (SMR), replaced the job outcome – *Effective Resource Management*, from the *Preliminary Job Outcome Model*. The job outcome – SMR, refers to the effective management of municipal resources in order to be

sustainable. The themes associated with *SMR* are: *Financial Resources*, *Physical Resources*, *Educational Resources*, *Public Participation (PP)*, and *Public Private Partnership (PPP)*. Chapter 2 described the types of resources sufficiently under the initial job outcome - *Resource Management*. In order to avoid redundancy, the types of resources are not discussed again in this chapter. The themes – *PP* and *PPP*, were categorised in the *Preliminary Job Outcome Model* under the job outcomes - *Governance*, and *Diversity Management*. Based on the *Preliminary Job Outcome Model*, together with the data obtained from the interviews, it was decided to include the themes - *Public Participation (PP)* and *Public Private Partnerships (PPP)* as part of the job outcome – *SMR*. Both themes - *PP* and *PPP*, were discussed during the interviews in conjunction with the job outcome – *SMR*. The themes – *PP*, and *PPP*, are briefly elaborated on, in the paragraphs below.

Public participation enables a municipality to identify the needs of community members by allowing community members to influence public decision making. The results of this study support Bekker's view (as cited in Maphazi, 2012) that public participation is a continuous process, consisting of interconnected acts. Furthermore, the results of this study suggest that the effective management and distribution of municipal resources depend on the degree of public participation. Most of the mayors (who participated in this study) believed that effective service delivery is impossible without public participation, due to the fact that resources must be managed and allocated according to community needs.

The theme - *Effective Public Private Partnerships (PPPs)*, refers to sustainable partnerships between the public and private sectors where each party contributes resources to achieve a specific outcome. In other words, resources from both sectors are combined and allocated to achieve a common goal. For instance, a service level agreement may exist between the private and public sectors to provide emergency services for a community. One of the interviewees (a mayor of a category C municipality) mentioned that the municipality in which he serves has a service level agreement with the private sector. This agreement specifies who should respond and where they should respond, if a wildfire should break out. For this municipality, it was necessary to combine private and public resources in order to deliver effective emergency fire services. The data obtained from the interviews suggests that it is difficult to form an effective PPP, due to extensive bureaucratic requirements, as well as a high prevalence of corruption. PPPs occur most often in situations where there is a need from the community but addressing the need falls outside the scope of local government.

For example, a mayor mentioned that a private organisation asked for permission to use municipal infrastructure (a building), so that they can uplift the community by increasing physical and mental capacity of the youth through disciplined physical training. In this example the municipality was not required to provide a training centre, but the council shared this goal with the community. In order to reach this goal, municipal resources were combined with private resources.

### 4.3 Competencies

As argued in Chapter 2, competencies are behaviours executive mayors engage in, to effectively achieve specific job outcomes. By means of a focused literature study the researcher was able to define a broad behavioural competency framework. Specific behaviours which emerged from the interviews were categorised according to the competency framework as identified in Chapter 2.

A total of 692 critical incidents were identified from the in-depth interviews ( $n=6$ ); 77 critical incidents for competency 1 – *Creating and Maintaining Strategic Relationships*; 123 critical incidents for competency 2 – *Creating A Shared Identity*; 139 critical incidents for competency 3 – *Leading Change*; 106 critical incidents for competency 4 – *Empowerment*; 112 critical incidents for competency 5 – *Assessing the Environment*; and 135 critical incidents for competency 6 – *Leading Ethically*.

Through an inductive qualitative analysis, 33 competency related themes were identified from the 692 critical incidents. These themes were categorised into the broad competency framework as identified in Chapter 2. For example, all behaviours relating to, *following procedures and legislation*, were categorised under the competency – *Leading Ethically*. Whereas all behaviours relating to, *creating a strategic communication network*, were categorised under the competency – *Building and Maintaining Strategic Relationships*. Behavioural themes (associated with each competency) that were identified from the qualitative interviews are presented below:

Behavioural themes pertaining to the competency – *Creating and Maintaining Strategic Relationships*, that were identified from this study include:

1. Creating and maintaining strategic communication network ( $f = 23$ )
2. Meeting and communicating with different municipal stakeholders ( $f = 38$ )

3. Behaviour increasing a mayor's approachability such as friendly gestures and empathy ( $f = 16$ )

Behavioural themes pertaining to the competency - *Creating a Shared Identity*, that were identified from this study include:

1. Creating a shared value system, by appealing to core values, ideals and norms ( $f = 55$ )
2. Bringing community members together and representing community members ( $f = 18$ )
3. Creating a shared identity by setting or stating shared goals ( $f = 22$ )
4. Making sure that competent and reliable employees are selected ( $f = 28$ )

Behavioural themes pertaining to the competency – *Leading Change*, that were identified from this study include:

1. Creating, reviewing bylaws, policies, and procedures ( $f = 18$ )
2. Critical and strategic thinking or planning, decision making ( $f = 31$ )
3. Negotiating with different municipal stakeholders and stating expectations ( $f = 19$ )
4. Creating a strong vision and giving direction for municipality ( $f = 13$ )
5. Working as part of a team with different municipal stakeholders ( $f = 35$ )
6. Leading mayoral committee and municipal council ( $f = 23$ )

Behavioural themes pertaining to the competency – *Empowerment*, that were identified from this study include:

1. Calming people ( $f = 8$ )
2. Creating opportunities for (higher) education and job creation ( $f = 20$ )
3. Empower NGO's by providing them access to municipal resources ( $f = 8$ )
4. Explain and educate members of the community regarding politics and municipal resources ( $f = 16$ )
5. Inform and update community members ( $f = 16$ )
6. Joint problem solving, joint decision making, presenting public with realistic choices to choose from ( $f = 13$ )
7. Making people feel appreciated ( $f = 15$ )
8. Acting as a mentor for members of the mayoral committee and members of the municipal council ( $f = 10$ )



Behavioural themes pertaining to the competency – *Assessing the Environment*, that were identified from this study include:

1. Assessing and evaluating available and needed resources ( $f = 32$ )
2. Consult with municipal stakeholders ( $f = 22$ )
3. Aware of diversity and assessing how diversity impacts the municipality and community ( $f = 15$ )
4. Identifying candidates for leadership roles and succession planning ( $f = 9$ )
5. Identify threats and opportunities ( $f = 16$ )
6. Monitor / supervise municipal officials and council members ( $f = 18$ )

Behavioural themes pertaining to the competency – *Leading Ethically*, that were identified from this study include:

1. Adhere to political mandate ( $f = 13$ )
2. Allocating resources according to the needs of the community ( $f = 26$ )
3. Referring to, and adhering to legislation, policies, and procedures ( $f = 21$ )
4. Honest, open and transparent behaviour ( $f = 30$ )
5. Taking responsibility ( $f = 30$ )
6. Treating others in a fair and dignified way that shows respect ( $f = 15$ )

It is important to note that the frequencies associated with each competency cannot accurately indicate the importance of each competency. Nevertheless, the frequency count does to some extent reflect the relevant contribution of each competency towards achieving a specific job outcome as perceived by the mayors who participated in this study. Additionally, the frequency count of each competency against each job outcome guided the researcher to specify linkages between the competencies and job outcomes. The next section will present the linkages between competencies and job outcomes, as well as the linkages between behavioural themes and job outcomes. Each competency along with its themes are discussed in relation to each job outcome after presenting the linkages.

#### **4.4 Linkages**

The qualitative interviews were designed to link competencies directly with job outcomes. In addition, during data analysis, critical incidents were identified within *job outcome files*, every critical incident was therefore identified against a specific job outcome. In order to obtain a



clearer indication of the saliency of the relationship between each competency and job outcome, the researcher introduced a threshold. In other words, a threshold was created to specify the conditions for linkages to be included in the proposed competency model. The paragraph below, explains how the researcher calculated a threshold score. A threshold was created by calculating the average of the total competency frequencies, as they occur against all the job outcomes.

Specifically, the threshold was calculated by using this formula: *Sum [critical incident frequencies]/[total competencies identified \* total leading job outcomes]*. Thus, the baseline for *qualifying competencies* are calculated as:

$$[692]/[6*3]$$

$$= 38 \text{ (rounded to the nearest whole number)}$$

Competencies, with frequencies of 38 or higher, are included as linkages in the proposed competency model. Table 4.2 depicts the different competency frequencies, against each job outcome, along with their averages. It is important to take note that the frequencies marked in bold are *qualifying competencies* (competencies with a frequency count of 38 or higher) and are included as linkages in the proposed competency model. Figure 4.1 provides a visual illustration of the linkages proposed by this study.

Table 4.2

*Competency Frequencies in Relation to Each Job Outcome*

Competencies	High Stakeholder Confidence	Clean Administration Model	Sustainable Municipal Resources	Total Competency frequencies
Creating and Maintaining Strategic Relationships	<b>46*</b>	13	18	77
Creating a Shared Identity	<b>52</b>	<b>47</b>	24	123
Leading Change	<b>48</b>	<b>41</b>	<b>50</b>	139
Empowerment	<b>51</b>	13	<b>42</b>	106
Assessing the Environment	<b>50</b>	19	<b>43</b>	112
Leading Ethically	<b>50</b>	<b>42</b>	<b>43</b>	135
Total Competency Frequencies Against Each Job Outcome	297	175	220	692

Note. \*Qualifying competencies ( $f \geq 38$ ) are marked in bold, these competencies are included as linkages in the proposed competency model.

#### 4.4.1 Competencies contributing towards job outcome - *High Stakeholder Confidence*

Competencies – *Creating and Maintaining Strategic Relationships* ( $f = 46$ ); *Creating A Shared Identity* ( $f = 52$ ); *Empowerment* ( $f = 51$ ); *Leading Change* ( $f = 48$ ); *Assessing the Environment* ( $f = 50$ ); and *Leading Ethically* ( $f = 50$ ), have a frequency count of 38 or higher in relation to the job outcome – *High Stakeholder Confidence (HSC)*. Subsequently, this study proposes that competencies - *Creating and Maintaining Strategic Relationships*, *Creating A Shared Identity*, *Leading Change*, *Empowerment*, *Assessing the Environment*, and *Leading Ethically*, contributes to the job outcome - *HSC*.

#### **4.4.2 Competencies contributing towards job outcome - *Clean Effective Administration Model***

Competencies – *Creating A Shared Identity* ( $f = 47$ ); *Leading Change* ( $f = 41$ ), and *Leading Ethically* ( $f = 42$ ), have a frequency count of 38 or higher in relation to the job outcome – *Clean Effective Administration Model (CAM)*. Subsequently, this study proposes that competencies - *Creating A Shared Identity*, *Leading Change*, and *Leading Ethically*, contributes to the job outcome – *CAM*.

#### **4.4.3 Competencies contributing towards job outcome - *Sustainable Municipal Resources***

Competencies – *Leading Change* ( $f = 50$ ); *Empowerment* ( $f = 42$ ); *Assessing the Environment* ( $f = 43$ ); and *Leading Ethically* ( $f = 43$ ), have a frequency count of 38 or higher in relation to the job outcome – *Sustainable Municipal Resources (SMR)*. Subsequently, this study proposes that competencies - *Creating A Shared Identity*, *Leading Change*, and *Leading Ethically*, contributes to the job outcome – *SMR*.

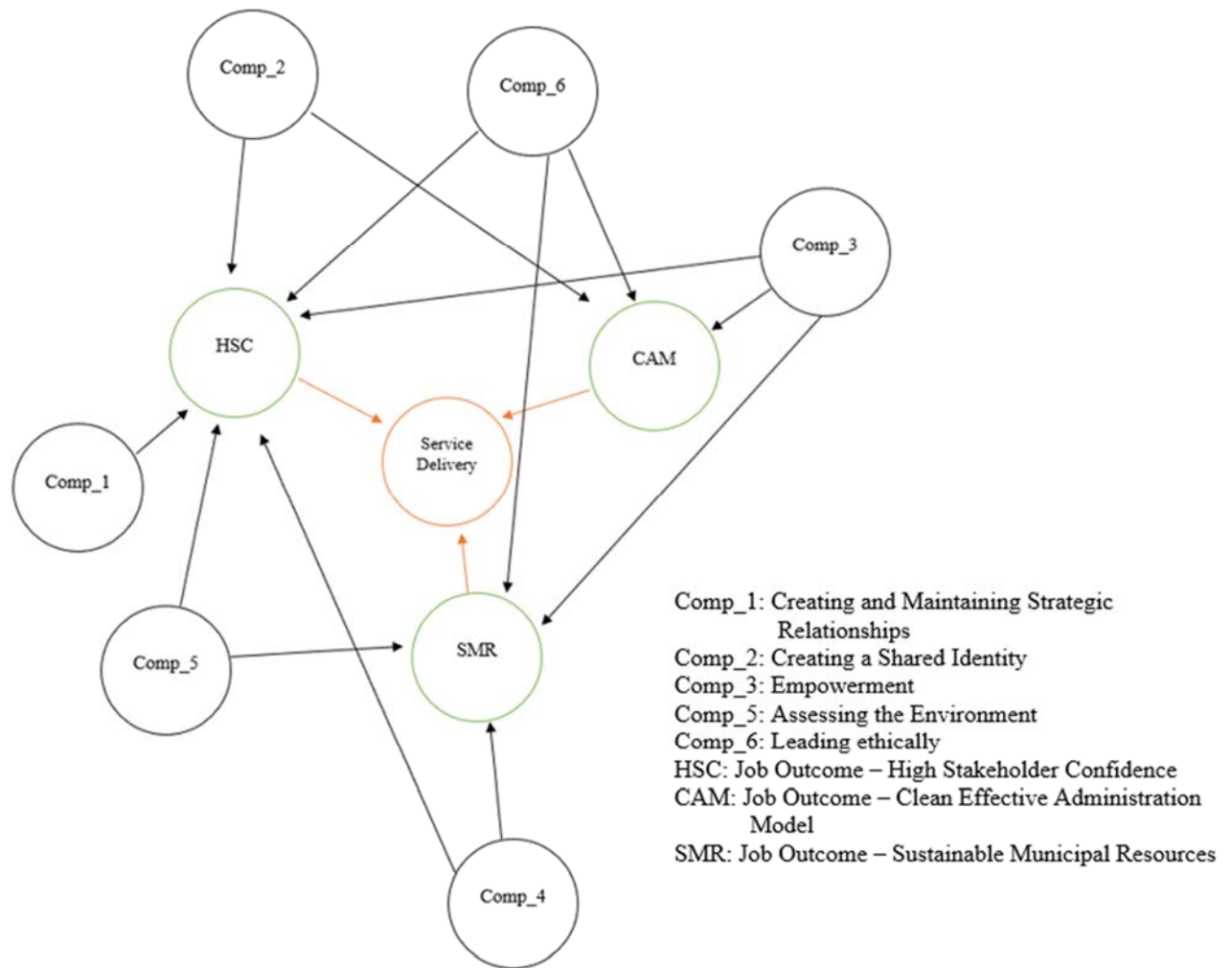


Figure 4.1 Linkages between behavioural competencies and mayoral job outcomes

#### 4.4.4 Linking competency related themes with job outcomes

Linkages between behavioural themes and job outcomes are created in a similar way as the linkages between the broad competencies and job outcomes. More specifically, a threshold was created, by calculating the average total frequency of critical incidents. In order to calculate the average frequency of critical incidents, the researcher made use of the following formula: *Sum [all critical incident frequencies] / [total behavioural themes identified in this study \* total leading job outcomes identified in this study]*. Thus, the threshold for qualifying themes are calculated as:

$$[692] / [33 * 3]$$

$$= 7 \text{ (rounded to the nearest whole number)}$$

Each competency is described in more detail in the remainder of Section 4.4. In addition, the different themes relating to each competency are presented with the frequency count of each theme in relation to each job outcome. Linkages, linking behavioural themes with each job outcome are presented for themes, belonging to *qualifying competencies*, with a frequency count of 7 or higher in relation to a specific job outcome. To support the discussion, the researcher included actual quotes from the qualitative interviews. All of the interviews were conducted in Afrikaans. Nevertheless, the Afrikaans quotes were translated into English. The translated quotes are in italics and can be viewed directly after the Afrikaans quotes.

#### **4.4.5 Competency 1: Creating and Maintaining Strategic Relationships**

Chapter 2 defines the competency – *Creating and Maintaining Strategic Relationships*, as an agreement between two or more entities (of which one is the mayor) specifying activities or processes that will lead to specific outcomes. Table 4.3 links the different behavioural themes associated with competency 1 with the three leading job outcomes – *High Stakeholder Confidence (HSC)*, *Clean Administration Model (CAM)*, and *Sustainable Municipal Resources (SMR)*. Linkages are formulated for competencies with a frequency count of 38 or higher in relation to a specific job outcome, whereas linkages are formulated for specific behaviours (themes) with qualifying competencies (competencies with a frequency count of 38 or higher) and where the competency related theme has a frequency count of 7 or higher.

Table 4.3

*Linking competency 1 with the leading job outcomes*

Creating and Maintaining Strategic Relationships	High Stakeholder Confidence (Frequency Count)	Clean Admin Model (Frequency Count)	Sustainable Municipal Resources (Frequency Count)	Total Frequency Count
Creating and maintaining strategic communication network	<b>21*</b>	7	16	44
Meeting and communicating with different municipal stakeholders	<b>55</b>	10	17	82
Behaviour that increases a mayor's approachability such as friendly gestures, empathy	<b>20</b>	7	3	30
Total	96	24	36	156

Note. \*Qualifying themes are marked in bold. Qualifying themes are defined as: Themes occurring within a qualifying competency (a competency with a  $f \geq 38$  in relation to a specific job outcome) with a frequency count of 7 or higher.

The competency – *Creating and Maintaining Strategic Relationships*, occurs most frequently ( $f = 96$ ) in relation to the job outcome – *High Stakeholder Confidence (HSC)*. Strategic relationships include formal and informal relationships between the mayor and other municipal stakeholders from which the municipality can benefit. The results of this study suggest that the most important of these relationships, is the relationship between the mayor and the municipal manager. It is a mayor's responsibility to provide a political vision, whereas a municipal manager is responsible for the implementation of the vision. It is important for mayors to start building a strategic relationship with the municipal manager at the onset of the work relationship. Mayors do this by keeping municipal managers updated (from the onset of their political appointment) on new political developments and by respecting the job which the municipal manager occupies, regardless of possible conflicting political ideologies that may exist between the two individuals. Subsequently, effective communication between the mayor and the municipal manager is vital. All the mayors who participated in this study mentioned that they meet with their municipal manager on a weekly basis where they engage with various leadership activities, such as strategic thinking and planning. Additionally, the mayors who participated in this study mentioned that they

frequently meet with other municipal directors to engage with them regarding their daily tasks. All the mayors who participated in this study mentioned that they create and maintain strategic relationships with other council members (including members of the opposition party) by giving them an opportunity to express their ideas, concerns, and feelings in regards with the municipal vision and direction. This increases cohesion among council members, while the possibility of council members turning against the mayor, is limited. The data obtained from the interviews furthermore revealed that these mayors use empathy and friendly gestures so that others can perceive them as approachable. To create and maintain strategic relationships with members of the community, mayors create and use strategic communication networks enabling effective communication between mayors and community members. These networks serve a dual purpose as it provides the mayor with information regarding the public, as well as providing important information to members of the community regarding municipal functioning. In addition to ward committees (as required by legislation), mayors use communication networks such as social media, local newspapers and community events to strategically communicate with relevant stakeholders. See Table 4.4 for behavioural quotes from participating executive mayors that represent the competency – *Creating and Maintaining Strategic Relationships*.

Table 4.4

*Behavioural Quotes pertaining to the Competency: Creating and Maintaining Strategic Relationships*

Specific Behaviour	Behavioural Quote in Both Afrikaans and English*
Meeting and communicating with different municipal stakeholders	Eenkeer per week sit ek met my MM (Municipal Manager), elke tweede week sit ek met my MM en direkteure. <i>Once a week I sit with my MM, every second week I sit with my MM and directors.</i>
Creating and maintaining a strategic communication network	Daar is twee koerante wat vir my gebruik toelaat maandeliks waar ek met die publiek kan praat. <i>There are two newspapers that I use monthly where I can speak to the public.</i>
Behaviour that increases approachability	Ek probeer altyd my foon antwoord as iemand bel. <i>I always try to answer my phone when someone calls.</i>

Note. \*English translations are presented in italics.

#### 4.4.6 Competency 2: *Creating A Shared Identity*

Competency 2 – *Creating A Shared Identity*, consists out of behaviours that enable mayors to create a sense of ‘togetherness’ between the mayor and other municipal officials and between the mayor and community members. Table 4.5 links the different behaviours associated with competency 2, with the three leading job outcomes – *High Stakeholder Confidence (HSC)*, *Clean Effective Administration Model (CAM)*, and *Sustainable Municipal Resources (SMR)*. Linkages relating to competency 2 are formulated the same way as competency 1.

Table 4.5

*Linking competency 2 with the leading job outcomes*

Creating A Shared Identity	High Stakeholder Confidence (Frequency Count)	Clean Admin Model (Frequency Count)	Sustainable Municipal Resources (Frequency Count)	Total Frequency Count
Creating a shared value system, by appealing to core values, ideals and norms	<b>25*</b>	<b>21</b>	9	55
Bringing community members together and representing community members	<b>10</b>	2	6	18
Creating a shared identity by setting or stating shared goals	<b>7</b>	<b>7</b>	8	22
Making sure that competent and reliable employees are selected	<b>10</b>	<b>17</b>	1	28
Total	52	47	24	123

Note. \*Qualifying themes are marked in bold. Qualifying themes are defined as: Themes occurring within a qualifying competency (a competency with a  $f \geq 38$  in relation to a specific job outcome) with a frequency count of 7 or higher.

The competency – *Creating A Shared Identity*, occurs most frequently ( $f = 52$ ) in relation to the job outcome – *High Stakeholder Confidence (HSC)*. Mayors create a sense of togetherness among municipal officials, also between the municipality and community members by appealing to core values, ideals and norms, and by setting or stating shared goals. By doing this, a sense of urgency and pride is created among municipal officials,



enabling them to find their work meaningful. Additionally, community members are motivated to be aware of, and to take part in municipal matters. A shared identity rooted in an ethical value system will also mitigate resistance from community members as well as members of the opposition party.

The competency – *Creating A Shared Identity*, has a frequency count of 47 (>38) in relation to the job outcome – *Clean Effective Administration Model (CAM)*. A shared identity with an ethical foundation between the mayor and other municipal officials contributes towards a cohesive ethical work culture, where productivity is encouraged. To achieve the job outcome – *CAM*, mayors make sure that municipal employees are competent and reliable. They do this by ensuring the selection process is efficient and fair, so that new employees are appointed based on their competencies. See Table 4.6 for behavioural quotes from participating executive mayors that represent the competency – *Creating a Shared Identity*.

Table 4.6

*Behavioural Quotes pertaining to the Competency: Creating A Shared Identity*

Specific Behaviour	Behavioural Quote in Both Afrikaans and English*
Creating a shared value system, by appealing to core values, ideals and norms	Ons is 'n gemeenskap waar almal gelyk is. Waar almal wil werk, bly en dien. <i>We are a community where everyone is equal. Where everyone wants to work, stay and serve.</i>
Creating a shared identity by setting or stating shared goals	Ons wil hê dienste moet so goed as moontlik vir ons gemeenskap wees. <i>We want services to be as good as possible for our community.</i>
Making sure that competent and reliable employees are selected	Dit is vir my baie belangrik om die regte mens te kry wat die regte job kan doen. <i>It is very important to me to find the right person who can do the right job.</i>
Bringing community members together and representing community members	Hulle het gegaan en die gemeenskap bymekaar gemaak. Jy is veronderstel om 'n goeie <i>spokesperson</i> te wees vir daardie gemeenskap. <i>They went and gathered the community. You are supposed to be a good spokesperson for that community.</i>

Note. \*English translations are presented in italics.

#### 4.4.7 Competency 3: *Leading Change*

Table 4.7 links the different behaviours associated with competency 3; with the three leading job outcomes – *High Stakeholder Confidence (HSC)*, *Clean Effective Administration Model*

(CAM), and *Sustainable Municipal Resources (SMR)*. Linkages relating to competency 3 are formulated the same way as the previous competencies.

Table 4.7

*Linking competency 3 with the leading job outcomes*

Leading Change	High Stakeholder Confidence (Frequency Count)	Clean Admin Model (Frequency Count)	Sustainable Municipal Resources (Frequency Count)	Total Frequency Count
Creating, reviewing bylaws, policies, and procedures	1	<b>7</b>	<b>10</b>	18
Critical, strategic thinking or planning, decision making	<b>9*</b>	<b>8</b>	<b>14</b>	31
Negotiating with different municipal stakeholders and stating expectations	<b>7</b>	3	<b>9</b>	19
Creating a strong vision and giving direction for municipality	<b>9</b>	4	-	13
Working as part of a team with different municipal stakeholders	<b>14</b>	<b>10</b>	<b>11</b>	35
Leading mayoral committee, city council	<b>8</b>	<b>9</b>	6	23
Total	48	41	50	139

Note. \*Qualifying themes are marked in bold. Qualifying themes are defined as: Themes occurring within a qualifying competency (a competency with a  $f \geq 38$  in relation to a specific job outcome) with a frequency count of 7 or higher.

The competency – *Leading Change*, occurs most frequently ( $f = 50$ ) in relation to the job outcome – *Sustainable Municipal Resources (SMR)*. The sustainability of municipal resources is threatened by an uncertainty stemming from an environment marked with constant change. To meet the changing demands of the environment in which a municipality operates, mayors need to reflect in a critical manner on the nature of the change, so that they can make informed decisions on how to manage resources in accordance with the changing environment. Mayors should provide and oversee strategic plans to accumulate resources required for municipal functioning. To achieve the job outcome – *SMR*, it is

important for mayors to provide direction for the municipality and to work as part of a team with other municipal stakeholders, including members of city council, the municipal manager, members of the community and the private sector. Mayors constantly negotiate with various municipal stakeholders so that all parties involved or affected by municipal resources can benefit from these resources. Negotiating and clarifying expectations are vital for effective PPPs, as the agreement between the public and private sectors will specify how resources are managed and allocated in relation to the objective of the PPP. It is the responsibility of a mayor to review existing bylaws and policies and to ensure that they are implemented appropriately. Additionally, mayors must authorise or create new bylaws if it serves the interest of the community, or if the situation demands it. In relation to the job outcome – *SMR*, bylaws and policies are created to protect municipal resources and to ensure that resources are allocated appropriately.

The competency – *Leading Change*, has a frequency count of 48 (>38) in relation to the job outcome – *High Stakeholder Confidence (HSC)*. As the political head of a municipality, it is a mayor's responsibility to create a vision for the municipality. A strong municipal vision is underpinned by the constitution and specifies the political mandate along with an outline indicating how this mandate will be achieved. Creating and implementing the political vision requires teamwork between the mayor and members of the mayoral council, and between the mayor and the municipal manager. Teamwork between the mayor and these municipal stakeholders consist mostly of strategic thinking and planning, with the objective to find solutions for problems relating to the creation, revision, or implementation of the IDP.

The competency – *Leading Change*, has a frequency count of 41 (>38) in relation to the job outcome – *Clean Effective Administration Model (CAM)*. In relation to the job outcome – *CAM*, mayors review and create new policies, specifying the different roles of each municipal official and how their roles contribute to effective service delivery. Moreover, these policies contain standard operating procedures, specifying how service delivery should take place. See Table 4.8 for behavioural quotes from participating executive mayors that represent the competency – *Leading Change*.

Table 4.8

*Behavioural Quotes of Competency: Leading Change*

Specific Behaviour	Behavioural Quote in Both Afrikaans and English*
Creating, reviewing bylaws, policies, and procedures	Ek het nou pas 'n beleid goed gekeur. <i>I have just approved a policy.</i>
Critical, strategic thinking or planning, decision making	Indien die begroting dit nie toelaat nie dan moet jy gaan kyk oor die bietjie wat jy het en wat jy met die begroting kan doen en watse produk jy kan uitlewer. <i>If the budget does not allow it then you must look at what you have and what you can do with the budget and what product you can deliver.</i>
Negotiating with different municipal stakeholders and stating expectations	Jy moet elke dag onderhandel met hulle. <i>You must negotiate with them every day</i>
Creating a strong vision and giving direction for municipality	Die burgermeester moet 'n visie hê van waarheen hy die munisipaliteit wil stuur. <i>The mayor must have a vision of where he wants to lead the municipality</i>
Working as part of a team with different municipal stakeholders	Die burgermeester en die munisipale bestuurder moet saamwerk. <i>The mayor and the municipal manager must work together.</i>
Leading mayoral committee, city council	Jy moet altyd jou mense saam neem, en dit is waar die probleem inkom. Burgermeesters wil nie altyd hulle span met hulle saam neem nie. <i>You must always take your people along, and that's where the problem comes in. Mayors don't always want to take their team with them.</i>

Note. \*English translations are presented in italics.

#### 4.4.8 Competency 4: *Empowerment*

The results of this study (like Chapter 2), suggest that the competency – *Empowerment*, is a motivational process that assist municipal stakeholders to understand the importance of their roles within a municipality. Table 4.9 links the different behaviours associated with this competency with the three leading job outcomes – *High Stakeholder Confidence (HSC)*, *Clean Effective Administration Model (CAM)*, and *Sustainable Municipal Resources (SMR)*. Linkages relating to this competency are formulated the same way as the previous competencies.

Table 4.9

*Linking competency 4 with the leading job outcomes*

Empowerment	High Stakeholder Confidence (Frequency Count)	Clean Admin Model (Frequency Count)	Sustainable Municipal Resources (Frequency Count)	Total Frequency Count
Calming people by presenting relevant facts that appeal to shared values	<b>7*</b>	-	1	8
Creating opportunities for further education and job creation	<b>8</b>	3	<b>9</b>	20
Empower NGO's by providing them access to municipal resources	-	-	<b>8</b>	8
Explain, educate members of the community regarding politics and municipal resources	<b>7</b>	1	<b>8</b>	16
Inform, update community members	<b>8</b>	1	<b>7</b>	16
Joint problem solving, joint decision making, presenting public with realistic choices to choose from	4	1	<b>8</b>	13
Making people feel appreciated	<b>8</b>	6	1	15
Assuming a mentor role for council, committee members	<b>9</b>	1	-	10
Total	51	13	42	106

Note. \*Qualifying themes are marked in bold. Qualifying themes are defined as: Themes occurring within a qualifying competency (a competency with a  $f \geq 38$  in relation to a specific job outcome) with a frequency count of 7 or higher.

The competency – *Empowerment*, occurs most frequently ( $f = 51$ ) in relation to the job outcome – *High Stakeholder Confidence (HSC)*. Protests occur when members of the community are dissatisfied with municipal services. In order to manage the situation effectively, it is necessary to create a sense of calmness between community members and the municipality. The results of this study suggest that mayors do this by giving community members an opportunity to express their concerns, and then to respond with relevant facts,

in a way that appeals to a shared value system. As the political head of a municipality, mayors need to make sure that all municipal stakeholders feel appreciated for the contribution they make towards the municipality. They do this by acknowledging and giving thanks to individual stakeholders whenever it is fitting to do so. In addition, some of the mayors mentioned that they show appreciation by giving employees some form of tangible recognition, such as a day off, or a monetary bonus. To achieve the job outcome – *HSC*, mayors assume a mentor role where they refine and develop the leadership skills of identified mayoral committee members. Mayors empower community members, as well as municipal officials by creating opportunities for higher education. In most cases this is done by allocating scholarships for high achieving individuals. The data obtained from the interviews indicated that mayors also create opportunities for higher education by connecting community members with different relevant role players such as universities, colleges, South African Police Service, and the South African National Defence Force.

The competency – *Empowerment*, has a frequency count of 42 in relation to the job outcome – *Sustainable Municipal Resources (SMR)*. All the mayors who participated in this study mentioned that the private sector makes an important contribution towards the sustainability of municipalities. Empowering the private sector by giving them access to municipal resources contributes to the job outcome – *SMR*. Combining municipal and private resources enables the public and private sectors to achieve shared objectives. Mayors furthermore empower the different municipal stakeholders by giving them an opportunity to influence municipal functioning through joint problem solving and joint decision making. Empowerment also occurs by explaining and educating community members regarding municipal resources. Understanding how, and how much resources are acquired, needed and allocated, enables community members to make realistic demands, and to give valuable inputs during public participation initiatives. See Table 4.10 for behavioural quotes from participating executive mayors that represents the competency – *Empowerment*.

Table 4.10

*Behavioural Quotes pertaining to the Competency: Empowerment*

Specific Behaviour	Behavioural Quote in Both Afrikaans and English*
Calming people by presenting relevant facts that appeal to shared values	Ons het probeer kalmte bring deur te reageer met feite. <i>We tried to calm them by responding with facts.</i>
Creating Opportunities for Further Education and Job Creation	Dan nooi ons ook staatsinstellings soos die weermag en die lug mag, ens. Dan nooi ons hulle uit om 'n ekspo te hou waar die kinders dan met mense kan gesels en meer inligting te kry oor hulle studies. <i>We also invite state institutions such as the military and the air force, etc. Then we invite them to an expo where the kids can talk to people and get more information about their studies.</i>
Empower NGO's by Providing Them Access to Municipal Resources	Al wat ons nou gedoen het, ons het nie meer geld ingegooi nie, ons het noutet goedkeuring gegee om te sê gebruik die munisipale infrastruktuur. <i>All we did now, we didn't give any more money, we gave them permission to use municipal infrastructure.</i>
Explain, Educate Members of the Community Regarding Politics and Municipal Resources	Ons het vir hulle verduidelik dat die pad behoort aan die provinsie. <i>We explained to them that the road belongs to the province.</i>
Inform, update community members	Mense moet kan sê ons hoef nie bekommerd te wees oor [naam van munisipaliteit] munisipaliteit nie dat daar word gekommunikeer met ons en ons word op hoogte gehou. <i>People should be able to say we don't have to worry about [name of municipality] municipality as they communicate with us and they keep us informed.</i>
Joint Problem Solving, Joint Decision Making, Presenting Public with Realistic Choices to Choose From	En dan besluit ons gesamentlik wat is die pad vorentoe om die probleme aan te spreek. <i>And then we decide together what the way forward is to address the problems.</i>
Making people feel appreciated	As ek inkom en daar staan 'n persoon met 'n besem en hy vee en hy maak die dorp skoon hier by die pad. En dan stop ek by die persoon en ek sê ek net vir hom dankie ... Omdat hy is ook 'n belangrikheid in die munisipaliteit. <i>When I come in and there is a person with a broom, and he sweeps, and he cleans the town here by the road. Then I stop at the person and I just thank him .... Because he is also important for the municipality.</i>
Assuming A Mentor Role for Council, Committee Members	Ek moet vir hom aan die hand vat en vir hom die fyner goed wys van 'n burgermeester, van 'n leier, om daardie goed uit te voer. <i>I have to take him by the hand and show him the finer things of a mayor, of a leader, to carry out those things.</i>

Note. \*English translations are presented in italics.

#### 4.4.9 Competency 5: *Assessing the Environment*

Table 4.11 links the different behaviours associated with this competency with the three leading job outcomes –*HSC*, *CAM*, and *SMR*. Linkages relating to competency 5 are formulated the same way as the previous competencies.

Table 4.11

*Linking competency 5 with the leading job outcomes*

Assessing the Environment	High Stakeholder Confidence (Frequency Count)	Clean admin model (Frequency Count)	Sustainable Municipal Resources (Frequency Count)	Total Frequency Count
Assessing, evaluating available or needed resources.	<b>11*</b>	4	<b>17</b>	32
Consult with municipal stakeholders	<b>8</b>	5	<b>9</b>	22
Aware of diversity and assessing how diversity impacts the community	<b>11</b>	2	2	15
Identify candidates for leadership roles and succession planning	<b>8</b>	1	-	9
Identify threats and opportunities	<b>7</b>	2	<b>7</b>	16
Monitor / supervise municipal officials	5	5	<b>8</b>	18
Total	50	19	43	112

Note. \*Qualifying themes are marked in bold. Qualifying themes are defined as: Themes occurring within a qualifying competency (a competency with a  $f \geq 38$  in relation to a specific job outcome) with a frequency count of 7 or higher.

The competency – *Assessing the Environment*, occurs most frequently ( $f = 50$ ) in relation to the job outcome – *High Stakeholder Confidence (HSC)*. Mayors assess and evaluate available municipal resources, so that they can manage and allocate resources according to the vision they set for the municipality. When formulating a municipal vision, mayors collaborate and consult with numerous municipal stakeholders. The municipal vision must be aligned with the values of the community. A single community may consist of several



value systems as the community may consist of different population groups adhering to different cultural norms. Therefore, mayors need to be aware of diversity and the impact it may have on service delivery. In addition, to achieve the job outcome – *HSC*, mayors identify future leaders from within the municipality. These leaders are mentored so that they can take the mayors' vision forward, when it is time for the mayor to step down.

The competency – *Assessing the Environment*, has a frequency count of 43 (>38) in relation to the job outcome – *Sustainable Municipal Resources (SMR)*. In order to achieve the job outcome – *SMR*, mayors need to become aware of resources that are available, as well as resources needed for effective service delivery. Mayors do this by consulting with different stakeholders, including ward councillors, community members and the private sector. Consulting with different stakeholders enables the mayor to identify specific community needs. Additionally, consulting with different stakeholders enables the mayor to identify resources that the mayor was previously unaware of. It is the mayor's responsibility to ensure that resources are managed and allocated in an effective manner. Subsequently, mayors constantly monitor municipal resources and municipal officials working with municipal resources. This includes the monitoring of municipal budgets, so that budgets are properly linked with municipal goals, as outlined by the IDP. See Table 4.12 for behavioural quotes from participating executive mayors that represent the competency – *Assessing the Environment*.

Table 4.12

*Behavioural Quotes pertaining to the Competency: Assessing the Environment*

Behavioural Example	Behavioural Quote in Both Afrikaans and English*
Assessing, Evaluating Available or Needed Resources	Net gewone onderhoud van 'n gryspad kos om en by 150 000 rand 'n km. <i>The maintenance of an ordinary gravel road cost around 150 000 rand a km.</i>
Consult with Municipal Stakeholders	Ons het 'n hele deelname proses begin en ons het die gemeenskap se insette gekry. <i>We started a whole participation process and we got the community's input.</i>
Aware of Diversity and Assessing How Diversity Impacts the Community	Mens moet kan identifiseer met die publiek met wie moet jy hoe praat. <i>One must be able to identify with the public to whom you should talk and how you should talk to them.</i>
Identify Candidates for Leadership Roles and Succession Planning	Ek moet seker maak dat die oorgang na 20/21, of die dag wat ek hier uitstap, dat daai oorgang maklik en glad is. <i>I have to make sure that the transition to 20/21, or the day I leave here, that transition is easy and smooth.</i>
Identify Threats and Opportunities	Ons het gesien daar kom êrens 'n probleem oor behuising. <i>We saw that there might come a problem regarding housing.</i>
Monitor / Supervise Municipal Officials	My oorsig rol is oor almal. <i>My supervising role applies on everyone.</i>

Note. \*English translations are presented in italics.

**4.4.10 Competency 6: Leading Ethically**

All the mayors (who participated in this study) emphasised the importance of ethics in relation to municipal performance. Moreover, they believe that most problems associated with local government, can be traced back to a lack of ethics within municipal leadership positions, especially from the political side. The mayors attributed this to a number of factors, from which the most prominent are: 1) Political role-players interfering with the administration function of a municipality, 2) Nepotism, 3) Bribery, 4) Inconsistency with applying (by)laws, rules and procedures, and 5) Cadre appointments (appointments based on political affiliation). Table 4.13 links the different behaviours associated with this competency with the three leading job outcomes – *High Stakeholder Confidence (HSC)*, *Clean Effective Administration Model (CAM)*, and *Sustainable Municipal Resources (SMR)*. Linkages relating to competency 6 was formulated in the same way as the previous competencies.

Table 4.13

*Linking competency 6 with the leading job outcomes*

Leading Ethically	High Stakeholder Confidence (Frequency Count)	Clean Admin Model (Frequency Count)	Sustainable Municipal Resources (Frequency Count)	Total Frequency Count
Adhere to political mandate	<b>9*</b>	4	-	13
Allocating resources according to the needs of the community	<b>7</b>	3	<b>16</b>	26
Referring to or following legislation, policies, and procedures	<b>7</b>	<b>8</b>	<b>6</b>	21
Honest, open, transparent behaviour	<b>11</b>	<b>13</b>	<b>6</b>	30
Taking, accepting responsibility	<b>9</b>	<b>11</b>	<b>10</b>	30
Treating others with dignity, fair and with respect	<b>7</b>	3	5	15
Total	50	42	43	135

Note. \*Qualifying themes are marked in bold. Qualifying themes are defined as: Themes occurring within a qualifying competency (a competency with a  $f \geq 38$  in relation to a specific job outcome) with a frequency count of 7 or higher.

The competency – *Leading Ethically*, occurs most frequently ( $f = 50$ ) in relation to the job outcome – *High Stakeholder Confidence (HSC)*. Mayors are elected with a specific mandate which should be implemented during the term they serve. The mandate entails a promise of what a mayor intends to do, how s/he is going to do it, and when s/he is going to do it. To achieve the job outcome – *HSC*, it is vital for mayors to follow legislation, from which the most important (in addition to the constitution) are – The Municipal Structures Act, 1998 (No.117 of 1998), The Municipal Systems Act, 2000 (No.32 of 2000), and The Municipal Finance Act (No.56 of 2003). To maintain stakeholder confidence, a mayor must continuously exhibit open, honest behaviour and accept responsibility throughout the term s/he is serving. Specific behaviours acknowledging human dignity such as treating others in a fair and respectful manner, convey a message to municipal stakeholders that the mayor cares about the people of the community.

The competency – *Leading Ethically*, has a frequency count of 43 (>38) in relation to the job outcome – *Sustainable Municipal Resources (SMR)*. Corruption occurs when resources are mismanaged - due to municipal officials not operating within the legislative framework, and when resources are not allocated according to the needs of the community. Subsequently, as the political head of a municipality, mayors must ensure that resources are allocated according to the needs of the community, while adhering to legislative requirements.

The competency – *Leading Ethically*, has a frequency count of 42 (>38) in relation to the job outcome – *Clean Effective Administration Model (CAM)*. Adhering to legislation is the first step towards achieving the job outcome – *CAM*. The Municipal Structures Act, 1998 (No.117 of 1998), specifies the unique role of each municipal council member including the role and duties of a mayor. As the political head of a municipality, mayors must ensure that all process are open and transparent so that they can be held accountable for municipal functioning. See Table 4.14 for behavioural quotes from participating executive mayors that represents the competency – *Leading Ethically*.

Table 4.14

*Behavioural Quotes pertaining to the Competency: Leading Ethically*

Behavioural Example	Behavioural Quote in Both Afrikaans and English*
Adhere to Political Mandate	Ek is gebonde aan die mandaat van die party en as ek dit nie uitvoer nie, dan moet ek gaan. <i>I am bound by the mandate of the party and if I do not execute it, then I must go.</i>
Allocating Resources According to The Needs of The Community	Die kort en die lank is mens moet vir jouself die vraag afvra, die persoon wat aan die einde van die dag belasting betaal en 'n diens moet kry, mors jy sy geld of mors jy nie sy geld nie? <i>The short and the long is that you have to ask yourself the question: the person who pays tax and gets a service at the end of the day, do you waste his money, or don't you waste his money?</i>
Referring to or Following Legislation, Policies, And Procedures	Binne in die raad en in die burgermeesters komitee doen ons alles soos die wet sê. <i>Within the council and in the mayors committee we do everything according to the law.</i>
Honest, Open, Transparent Behaviour	Ek moet vir hom sê wat ek met sy geld doen, en dit is deursigtigheid. <i>I must tell him what I do with his money, and that is transparency.</i>
Taking, Accepting Responsibility	Hy vat alle verantwoordelikheid is op sy skouers ongeag die delegasies wat daar is. <i>He takes all responsibility on his shoulders regardless of any delegations there may be.</i>
Treating Others Fairly with Respect and Dignity	Almal moet gelyk hanteer word. <i>Everyone should be treated equally.</i>

Note. \*English translations are presented in italics.

## 4.5 Conclusion

This chapter presented and described the results of this study. The three job outcomes were presented along with their co-occurring themes. These job outcomes were developed from an extensive literature study, as well as data obtained from in-depth interviews. Thereafter, the frequency count of each competency was presented in relation to each job outcome. Competencies with a frequency count of 38 or higher against a specific job outcome were included as paths for the proposed competency model. In addition, through an inductive analysis the researcher identified 33 different competency related themes. These themes allude to behaviours that mayors engage in, to achieve the three leading job outcomes identified in this study. The behavioural themes, which emerged from the data were categorised according to the competency framework as developed in Chapter 2. The frequency count of each behavioural theme in relation to the different job outcomes were presented. Moreover, linkages were proposed between specific behaviours and job

outcomes. Table 4.15 provides a summary of the linkages proposed in this chapter. The next chapter will present the practical implications, recommendations, and limitations of this study.

Table 4.15

*Summary of Linkages Between Behavioural Competencies and Specific Job Outcomes*

Competency	Specific Behaviours	Job Outcomes Linked with Behaviours
Competency 1: Creating and maintaining Strategic Relationships	Creating and maintaining strategic communication network	High Stakeholder Confidence
	Meeting and communicating with different municipal stakeholders	High Stakeholder Confidence
	Behaviour that increases a mayor's approachability such as friendly gestures, empathy	High Stakeholder Confidence
Competency 2: Creating a Shared Identity	Creating a shared value system by appealing to core values, ideals, and norms	High Stakeholder Confidence Clean Effective Administration Model
	Bringing community members together and representing community members	High Stakeholder Confidence
	Creating a shared identity by setting or stating shared goals	High Stakeholder Confidence Clean Effective Administration Model
	Making sure that competent and reliable employees are selected	High Stakeholder Confidence Clean Effective Administration Model
	Creating, reviewing bylaws, policies, and procedures	Clean Effective Administration Model Sustainable Municipal Resources
	Critical, strategic thinking or planning, decision making	High Stakeholder Confidence Clean Effective Administration Model Sustainable Municipal Resources

Competency 3: Leading Change	Negotiating with different municipal stakeholders and stating expectations	High Stakeholder Confidence Sustainable Municipal Resources
	Creating a strong vision and giving direction for municipality	High Stakeholder Confidence
	Working as part of a team with different municipal stakeholders	High Stakeholder Confidence Clean Effective Administration Model Sustainable Municipal Resources
	Leading mayoral committee, city council	High Stakeholder Confidence Clean Effective Administration Model Sustainable Municipal Resources
Competency 4: Empowerment	Calming people by presenting facts that appeal to shared values	High Stakeholder Confidence
	Creating opportunities for further education and job creation	High Stakeholder Confidence Sustainable Municipal Resources
	Empower NGO's by providing them access to municipal resources	Sustainable Municipal Resources
	Explain, educate members of the community regarding politics and municipal resources	High Stakeholder Confidence Sustainable Municipal Resources
	Inform, update community members	High Stakeholder Confidence Sustainable Municipal Resources
	Joint problem solving, joint decision making, presenting public with realistic choices to choose from	Sustainable Municipal Resources
	Making people feel appreciated	High Stakeholder Confidence
	Assuming a mentor role for council and committee members	High Stakeholder Confidence
Assessing, evaluating available or needed resources		High Stakeholder Confidence

Competency 5: Assessing the Environment	Consult with municipal stakeholders	Sustainable Municipal Resources High Stakeholder Confidence Sustainable Municipal Resources
	Aware of diversity and assessing how diversity impacts the community	High Stakeholder Confidence
	Identify candidates for leadership roles and succession planning	High Stakeholder Confidence
	Identify threats and opportunities	High Stakeholder Confidence
	Monitor, supervise municipal officials	Sustainable Municipal Resources
Competency 6: Leading Ethically	Adhere to political mandate	High Stakeholder Confidence
	Allocating resources according to the needs of the community	High Stakeholder Confidence Sustainable Municipal Resources
	Referring to, following legislation, policies, and procedures	High Stakeholder Confidence Clean Effective Administration Model Sustainable Municipal Resources
	Honest, open transparent behaviour	High Stakeholder Confidence Clean Effective Administration Model Sustainable Municipal Resources
	Taking, accepting responsibility	High Stakeholder Confidence Clean Effective Administration Model Sustainable Municipal Resources
	Treating others in a fair way with dignity and respect	High Stakeholder Confidence



## CHAPTER 5: DISCUSSION AND CONCLUSION

### 5.1 Introduction

The purpose of this study was to identify various behavioural competencies enabling mayors to achieve specific job outcomes that will enable effective service delivery. This chapter provides an overview of this study. The overview will include a summary of the results, practical implications, and suggestions for future research.

### 5.2 Summary and Discussion of Results

This study contributed towards a better understanding of the different behaviours enabling mayors to effectively do their job so that effective service delivery can take place. By means of literature study, the researcher identified three leading job outcomes enabling effective service delivery. These leading job outcomes were compared with the qualitative data obtained from the interviews. The two data sources (literature review and qualitative interviews) were combined to form a *New Job Outcome Model*. The three initial leading job outcomes – 1) *Governance*, 2) *Diversity Management*, and 3) *Effective Resource Management*, changed to three new job outcomes - 1) *High Stakeholder Confidence*, 2) *Clean Effective Administration Model*, and 3) *Sustainable Municipal Resources*. It should be noted that the theory presented in Chapter 2 relating to the job outcomes remain relevant for the new job outcomes identified in Chapter 4. A broad competency framework was developed in Chapter 2, which remained unchanged throughout this study. The competency framework guided the researcher during data collection and analysis. The researcher established linkages between job outcomes and competencies in the following three ways: 1) The *Preliminary Job Outcome Model* (see Chapter 2) guided the development of the broad competency framework used for this study, 2) The interview was designed so that competencies are linked with job outcomes, and 3) The researcher created three job outcome files (one file for each job outcome) during data analysis, which enabled the researcher to identify direct linkages between job outcomes and competencies.

The six broad competencies identified for this study are: 1) *Creating and Maintaining Strategic Relationships*, 2) *Creating A Shared Identity*, 3) *Leading Change*, 4) *Empower*, 5) *Assessing the Environment*, and 6) *Ethical Leadership*. In addition to identifying behavioural competencies and competency related themes, this study proposed linkages between the

broad competencies and leading job outcomes. It is important to note that the linkages presented in this study cannot be generalised outside of the initial sample. The exploratory model that emerged from this study must first be tested empirically. The behavioural themes associated with each competency, and linkages proposed by this study, are briefly outlined below.

The competency – *Creating and Maintaining Strategic Relationships*, refer to formal and informal relationships between the mayor and other municipal stakeholders from which the municipality can benefit. The most important of these relationships, is the relationship between the mayor and the municipal manager. Behavioural themes relating to this competency are: 1) Creating and maintaining strategic communication networks, 2) Meeting and communicating with different municipal stakeholders, 3) Behaviour that increases a mayor's approachability such as friendly gestures and showing empathy. The results of this study suggest that this competency contributes to the job outcome – *HSC*.

The competency – *Creating a Shared Identity*, refers to behaviours enabling mayors to create a shared identity among municipal stakeholders. In other words, this competency enables mayors to create a sense of 'togetherness' between the mayor and other municipal officials and between the mayor and community members. By doing this, mayors create a sense of local identity, within a diverse global environment. Behavioural themes relating to this competency are: 1) Creating a shared value system by appealing to core values, ideals, and norms, 2) Representing community members and bringing community members together, 3) Creating a shared identity by setting or stating shared goals, and 4) Making sure that competent and reliable employees are selected. The results of this study suggest that this competency contributes to these job outcomes – *HSC* and *CAM*.

The competency – *Leading Change*, refers to behaviour enabling mayors to effectively facilitate municipal transformation and change so that municipal initiatives can be implemented effectively. As indicated by the auditor general's report, South African municipalities are not performing as they should, due to the high levels of mismanagement and lack of accountability (Auditor General of South Africa, 2019). It is crucial for municipalities to change in order to remain relevant in a global environment. Behavioural themes relating to this competency are: 1) Review, create bylaws, policies, and procedures; 2) Critical thinking and strategic planning; 3) Negotiating and stating expectations; 4)

Creating a strong vision and providing direction for municipality; 5) Working as part of a team with different municipal stakeholders; and 6) Leading city council and members of the mayoral committee. The results of this study suggest that this competency contributes to these job outcomes – *HSC*, *CAM* and *SMR*.

The competency – *Empowerment*, is a continuous motivational process. Mayors empower various municipal stakeholders so that these stakeholders can effectively engage with a municipality. Research conducted by Gyu Park, Sik Kim, Yoon and Joo (2017), confirms that empowering behaviour (displayed by leaders) has a significant impact on organisational stakeholders. Moreover, Gyu Park et al., (2017), found that there is a significant positive correlation between empowerment and psychological capital (*PSYCAP*), where *PSYCAP* has a direct positive impact on employee engagement as well as positive work behaviour. Behavioural themes relating to this competency are: 1) Calming people by presenting relevant facts that appeal to shared values; 2) Creating opportunities for further education and job creation; 3) Explain and educate members of the community regarding municipal and political matters; 4) Inform and update community members; 5) Making people feel appreciated; and 6) Assuming a mentor role for members of the mayoral committee and city council. The results of this study suggest that this competency contributes to these job outcomes – *HSC* and *SMR*.

The competency – *Assessing the Environment*, refers to behaviour that enables mayors to assess the internal and external municipal environments. Behavioural themes relating to this competency are: 1) Assessing or evaluating available or needed resources; 2) Consult with municipal stakeholders; 3) Aware of diversity and assessing how diversity impacts the community; 4) Identify candidates for leadership roles and succession planning; 5) Identify threats and opportunities; and 6) Monitor / supervise municipal officials. The results of this study suggest that this competency contributes to these job outcomes – *HSC* and *SMR*.

The competency – *Leading Ethically*, refers to behaviour that enables mayors to use their power in a way that promotes the interests and wellbeing of a community as a whole. Behavioural themes relating to this competency are: 1) Adhere to political mandate; 2) Allocating resources according to the needs of the community; 3) Referring to, or adhering to legislation, policies, and procedures; 4) Honest, open transparent behaviour; 5) Taking, accepting responsibility; and 6) Treating others fair and with respect and dignity. The results

of this study suggest that this competency contributes to these job outcomes – *HSC*, *CAM* and *SMR*

### **5.3 Practical Implications**

In South Africa, municipalities play a pivotal role in economic and cultural progress. Subsequently, it is crucial that municipalities are managed effectively. The eventual ambition for this study is that it may contribute to the development of a competency model describing performance standards, specific behaviours, and relevant KSAO's for executive mayors, that can be used as part of, or in conjunction with existing municipal performance models. This study was the first step in developing such a comprehensive competency model. Future quantitative studies can use the linkages generated by this study to develop an explanatory model, which can then be implemented in municipalities throughout South Africa.

In addition, the results of this study can be used to create performance indicators against which mayors can be measured. Reliable measures, measuring mayoral performance are lacking in South African municipalities. The job outcomes identified in this study can be integrated in existing municipal performance outcome models. Most of the existing performance management models only account for the administrative function of a municipality. Subsequently, by incorporating the results of this study with existing performance management models can contribute to a performance management system that accounts for the political as well as the administrative functions of a municipality.

The results of this study can furthermore assist municipal councils and existing mayors to identify and develop specific behaviours that will lead to an increase in performance. Moreover, the results of this study can assist political parties and members of city council to identify, select, and develop future mayoral candidates.

### **5.4 Limitations of Study**

The first limitation of this study pertains to the sampling method. The nature of the research makes it difficult to obtain larger samples, as most municipalities appoint only one executive mayor. When using purposeful sampling any generalisations from a particular to a larger population will be considered invalid. The mayors who participated in this study are all from the Western Cape, as the Western Cape has the most municipalities with clean audits in South Africa. Additionally, only one female mayor was interviewed for this study. This is

problematic as 40% of South African mayors are female (Statistics South Africa, 2018). Thus, the sample used in this study does not represent mayors throughout South Africa. Nevertheless, the sample used in this study does to some extent reflect mayors serving in municipalities with clean audit records. However, to generalise the results of this study to include all South African mayors will be erroneous. Therefore, the results of this study should be viewed as tentative until more representative samples can be found to empirically test the findings of this study.

The second limitation of this study pertains to how the data was analysed. Qualitative data analysis tends to be subjective. For this study the researcher used his intuition to label, group and categorise critical incidents. To prevent the researcher's own ideologies from influencing the data analysis, the researcher took the following steps:

- The researcher constantly reminded himself of his own political affiliations and ideologies.
- The researcher used a theoretical framework (see Chapter 2 and 3) as a guide for data analysis.
- By defining the unit of analysis of this study, and constantly referring to it, the researcher knew what qualifies as critical incidents, and therefore knew exactly what to code.

The third limitation of this study pertains to the resources that were available for the researcher to conduct this study. Observing and identifying critical behaviours is time consuming. Therefore, time limitations may have reduced the richness of the data obtained for this research.

## **5.5 Suggestions for future research**

This study is exploratory in nature; therefore, the results of this study serve as a foundation for future studies that is explanatory. The linkages developed in this study can be tested empirically. Doing this will confirm the linkages proposed in this study. It is important for future researchers to use a representative sampling method when testing the linkages identified in this study. Moreover, the results of this study can be incorporated into a questionnaire or survey that can assist future researchers with data collection. Thereafter a structural model can be developed and tested, describing the relationships between

competencies and performance outcomes. Eventually predictors can be developed that can be used for mayoral selection and development purposes.

## **5.6 Concluding Remarks**

Developing countries such as South Africa are often marked with inequality. In South Africa, municipalities form a central part of the government delivery system. Therefore, municipalities play a pivotal role in achieving equality by rendering basic yet essential services to the community. For municipalities to improve basic service delivery, effective mayoral leadership is required. Selecting and developing effective executive mayors is vital for economic and cultural progress. Subsequently, it is important to have a good understanding of the different behaviours enabling mayors to do their jobs successfully. This study explored the behaviour of mayors, in order to identify specific behaviours that enable mayors to do their jobs effectively. The information from this study can be utilised in further studies to develop an explanatory model specifying the relationships between different job outcomes of an executive mayor and the behaviours needed to achieve these outcomes.

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## APPENDICES

### Appendix A: Ethical Clearance



#### NOTICE OF APPROVAL

REC: Social, Behavioural and Education Research (SBER) - Initial Application Form

14 September 2019

Project number: 10139

Project Title: THE DEVELOPMENT OF AN EXECUTIVE MAYORAL COMPETENCY MODEL

Dear Mr Gerrit Louw

Your REC: Social, Behavioural and Education Research (SBER) - Initial Application Form submitted on 30 July 2019 was reviewed and approved by the REC: Humanities.

Please note the following for your approved submission:

#### Ethics approval period:

Protocol approval date (Humanities)	Protocol expiration date (Humanities)
14 September 2019	13 September 2022

#### GENERAL COMMENTS:

Please take note of the General Investigator Responsibilities attached to this letter. You may commence with your research after complying fully with these guidelines.

**If the researcher deviates in any way from the proposal approved by the REC: Humanities, the researcher must notify the REC of these changes.**

Please use your SU project number (10139) on any documents or correspondence with the REC concerning your project.

Please note that the REC has the prerogative and authority to ask further questions, seek additional information, require further modifications, or monitor the conduct of your research and the consent process.

#### FOR CONTINUATION OF PROJECTS AFTER REC APPROVAL PERIOD

Please note that a progress report should be submitted to the Research Ethics Committee: Humanities before the approval period has expired if a continuation of ethics approval is required. The Committee will then consider the continuation of the project for a further year (if necessary)

#### Included Documents:

Document Type	File Name	Date	Version
Research Protocol/Proposal	01 G Louw research proposal	09/05/2019	1
Default	F vd Bank CV_18Jun2019	18/06/2019	1
Data collection tool	Interview guide 19062019	19/06/2019	2
Informed Consent Form	Informed consent 19062019	19/06/2019	2
Recruitment material	recruitment letter	20/06/2019	1
Informed Consent Form	Complete document including recruitment letter, informed consent form and interview guide	24/07/2019	revised complete doc
Default	Revised G Louw research proposal (Section 4.6 revised)	24/07/2019	revised proposal
Default	01G Louw DESC review report 18July2019 response (1)	24/07/2019	DESC review report

## **Appendix B: Informed Consent Form**



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### **STELLENBOSCH UNIVERSITY**

#### **CONSENT TO PARTICIPATE IN RESEARCH**

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#### **THE DEVELOPMENT OF AN EXECUTIVE MAYORAL COMPETENCY MODEL**

You are asked to participate in a research study conducted by Mr Gerrit Louw from the Industrial Psychology Department at Stellenbosch University. The results obtained will contribute to the completion of a Masters of Commerce degree in Industrial Psychology. The results of this study will contribute to the completion of the thesis component of this postgraduate programme. You were selected as a possible participant in this study because it is believed that you are in a position to give a valuable input to the data gathering process of this study.

#### **PURPOSE OF THE STUDY**

The purpose of this research is to develop a competency model for mayors. Previous research suggested that South African municipalities are not performing as they should. Moreover, it is suggested that municipalities are in need of effective leadership. This study aims to identify different behaviours of executive mayors enabling them to do their job effectively.

#### **1. PROCEDURE**

Data will be gathered through face to face interviews that would require approximately 60 minutes of your time. The interview will take place at a time and location that is convenient to you. If you volunteer to participate in this study, you will be asked to identify the most important work outcomes of the executive mayor. From these outcomes you will be asked to identify behaviours that enables a mayor to achieve these outcomes. Please take note that the interviews will be recorded.

#### **2. POTENTIAL RISKS AND DISCOMFORTS**

The research required for this study involves human participants hence ethical considerations are vital. As participant you will identify the most important job outcomes of an executive mayor, as well as the behaviours that allow mayors to achieve these outcomes. During the interview there is a slight risk of discomfort, as political discussions can become heated. However, please note that this study aims to identify specific behaviours allowing executive mayors to do their job effectively. Thus, the interview will not focus on political views but only on job outcomes and the behaviours enabling these outcomes.

The data gathered for this study will be used for academic purposes. Nevertheless, it is still important to protect the identity of the participants. Subsequently, the researcher will not disclose any information that may cause harm for the participants. Additionally, the participants' names and their municipality will be kept confidential as the researcher will use codes to organise the data for this study. For example, executive mayors will be coded as EM (01), EM (02), ... EM (n) etc.

### **3. POTENTIAL BENEFITS TO SUBJECTS AND/OR TO SOCIETY**

Participation in this study has no direct benefit to the individual participant. Nevertheless, the data gathered for this study will be used for the development of an executive mayoral competency model, which municipalities can use to select and develop executive mayors.

### **4. PAYMENT FOR PARTICIPATION**

No payment will be made to participants for taking part in this study.

### **5. CONFIDENTIALITY**

Any information that is obtained in connection with this study and that can be identified with you will remain confidential and will be disclosed only with your permission or as required by law. Confidentiality will be maintained by means of a coding procedure. The researcher will analyse and interpret data through combining and identifying common themes across all the anonymously transcribed interviews, and where it is necessary to quote participants it will be done anonymously. The data obtained during the interviews (audio recordings) will only be accessible to the researcher (Gerit Louw), his research supervisor (Mr Francois Van der Bank), and the transcriber. The audio recordings will be given anonymously to a transcriber. The transcribed interviews as well as the audio recordings will be stored on a password protected computer, which will prevent unauthorised access. As a participant of this study you have the right to request a copy of the audio recording and / or transcribed file for verification purposes. The results of this study will be published in the form of a completed dissertation as well as in an accredited journal, but confidentiality will be maintained. Participant's names and the names of municipalities will not be published.

### **6. PARTICIPATION AND WITHDRAWAL**

You can choose whether to be in this study or not. If you volunteer to be in this study, you may withdraw at any time without consequences of any kind. You may also refuse to answer any questions you don't want to

answer and still remain in the study. The investigator may withdraw you from this research if circumstances arise which warrant doing so.

## 7. IDENTIFICATION OF INVESTIGATORS

If you have any questions or concerns about the research, please feel free to contact Gerrit Louw (gelouw@yahoo.com/ 0729558542) or Mr. F. Van der Bank (fvdb@sun.ac.za/ 021 808 3596).

## 8. RIGHTS OF RESEARCH SUBJECTS

You may withdraw your consent at any time and discontinue participation without penalty. You are not waiving any legal claims, rights or remedies because of your participation in this research study. If you have questions regarding your rights as a research subject, contact Ms Maléne Fouché [mfouche@sun.ac.za; 021 808 4622] at the Division for Research Development, Stellenbosch University.

### CONSENT FORM (please tick the appropriate boxes):

I hereby consent to voluntarily participate in this study. I agree that my data may be integrated into a summary of the results of all the questionnaires without identifying me personally.

☐

I give consent for my interview to be audio recorded and understand that this is so that information obtained can be transcribed for data analysis purposes only.

☐

I agree that the research data gathered for this study can be used for future research purposes. I understand that my personal details will be kept anonymous and confidential

☐

I do NOT want to participate in this study.

☐